SAN FRANCISCO
DOWNTOWN
ZONING STUDY

BY

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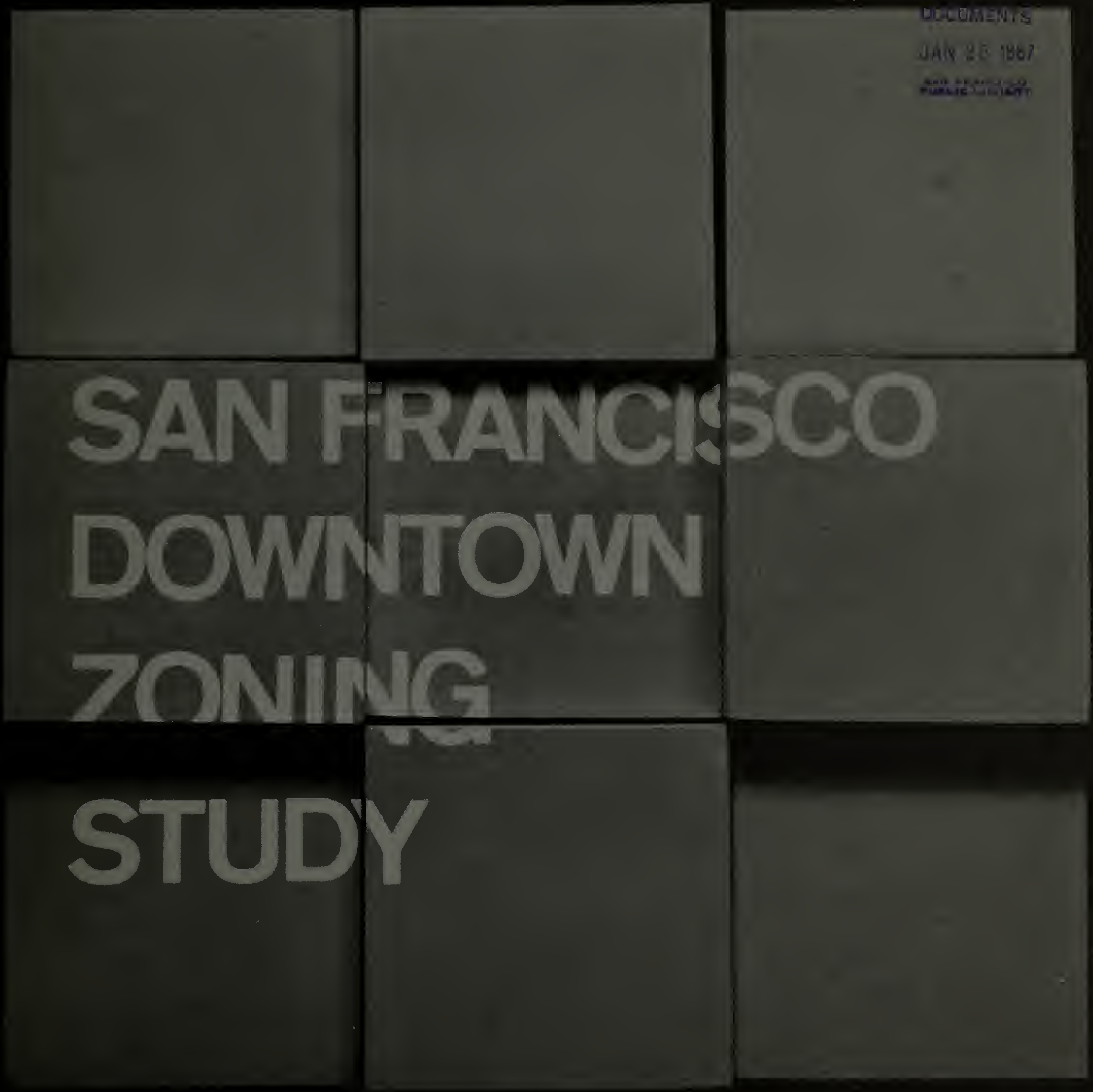

SAN FRANCISCO DOWNTOWN ZONING STUDY

FINAL REPORT

San Francisco Downtown Zoning Study
C-3 and Adjacent Districts

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68 '73

Final Report · December 1966

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Preface

This final report concludes a study of zoning for downtown San Francisco.

The study, conducted by the staff of the Department of City Planning with the aid of a team of consultants, was authorized by the City Planning Commission and the Board of Supervisors in June 1965.

In this report the work of the study is reviewed and the final proposals are set forth. The ordinance text for amendment of the Planning Code, which accompanies the report, is available at the office of the Department of City Planning.

The proposals contained in this report and in the accompanying ordinance are submitted to the City Planning Commission for its consideration at public hearings, to be followed by Commission recommendations to the Board of Supervisors for legislative action.

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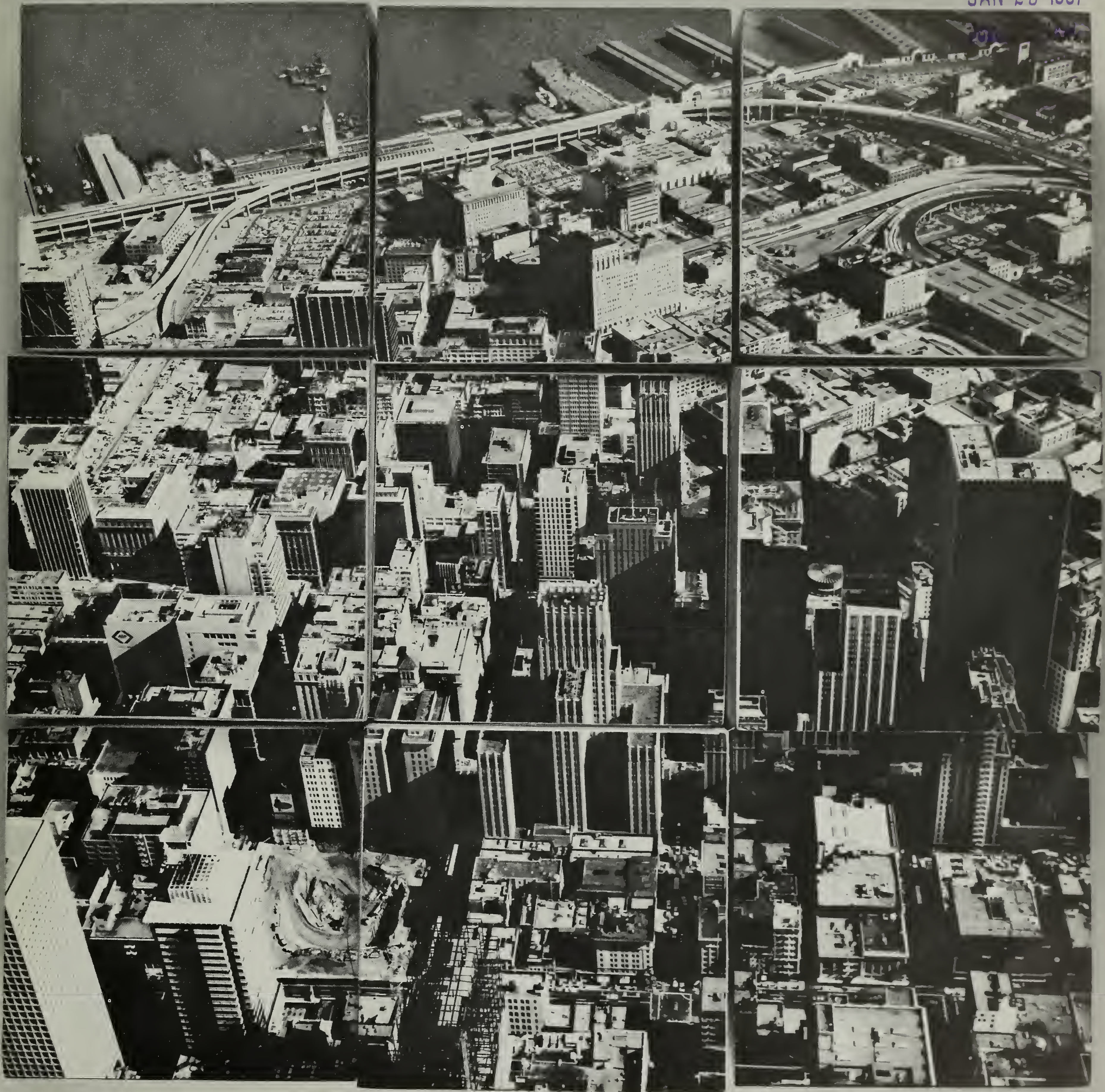

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BACKGROUND

Few things are as complex as the downtown areas of major cities, the centers of man's achievements. Throughout history, efforts have been made to plan and order such areas to help them function with efficiency and vitality, and to produce a suitable environment for the conduct of commerce.

In recent years cities have had a new surge of downtown planning to meet the modern challenges of rapid growth and contrasting decay, of changing patterns of living and methods of doing business, and of ever-increasing automobile traffic coupled with inadequacy of mass transit facilities. In order to provide a framework for development and growth, most major American cities have in the past ten years made refinements in their downtown zoning provisions.

San Francisco has shared in the recent downtown development revolution. Yet prior to the study which is the subject of this present report, this city had undertaken no special survey of its downtown zoning needs. The city-wide zoning ordinance which became effective in 1960, replacing an earlier ordinance enacted in 1921, placed a broad section of the city in a single downtown zoning district, designated C-3, with uniform provisions as to the land uses permitted throughout the area, a total exemption from off-street parking requirements for all uses, and a single building bulk limitation, the highest in the city. The bulk control was a maximum floor area ratio (ratio of the floor area in each building to the land area occupied by it) of 20:1, with 25:1 permitted on corner lots. During the 12 years of study and debate leading up to adoption of the 1960 ordinance, the City Planning Commission and its staff and consultants had proposed more refined downtown zoning standards and substantially lower floor area ratios, finally recommending a maximum ratio of 16:1.

After the 20:1 ratio had been in effect for a short time, renewed public interest in the effects of high intensity downtown development led the Board of Supervisors in 1964 to reduce the maximum permitted floor area ratio to 16:1, with 20:1 for corner lots. At the same time, the Board and the City Planning Commission recognized the pressing need for a special study of downtown land use, parking and building bulk needs, to serve as the basis for more refined and comprehensive zoning standards for this area, and such a study was therefore authorized.

SCOPE OF THIS STUDY

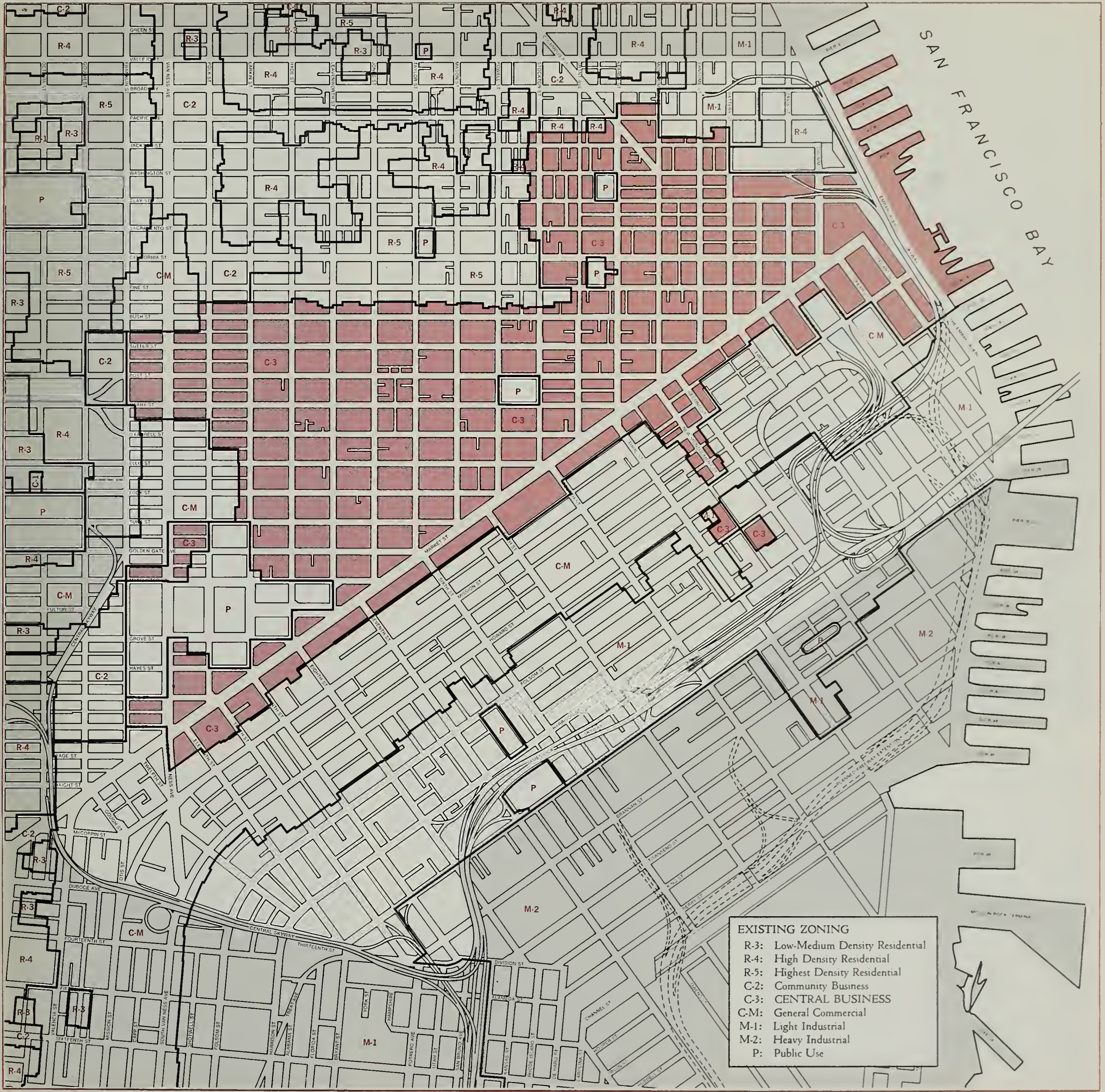
It was clear at the outset that the study, to be effective, should be broad in its perspective. A geographical study area was established to cover both the C-3 district itself, encompassing some 377 acres, and the other surrounding zoning districts stretching north to Vallejo Street, west to Franklin Street and the Central Freeway, and south to Bryant Street.

The C-3 district, as well as the remainder of the study area, is made up of a variety of significant subareas differing from one another as to types of activity, character of development, size of buildings and convenience of transportation. However, many of these differences have until now not been reflected in adopted zoning provisions.

For the study area as a whole and for each subarea, an investigation was needed to seek out all the factors pertinent to the subject matter of zoning, which normally involves the permitted uses of land and buildings, the maximum bulk of buildings, the manner in which buildings are to be shaped in order to assure light, air and other amenities, and requirements for off-street parking and loading.

Such investigation called for a thorough understanding of present conditions and future expectations in this most dynamic part of San Francisco. The future, projected for the next 15 years, was to be drawn into focus, since it was intended that the recommendations of the study should be sufficient to meet changing needs over that period of time.

In order to provide both a broad estimate of future needs and a basic orientation for the study, the first task was to outline and analyze agreed-upon objectives for the downtown area.


SAN FRANCISCO BAY
EXISTING ZONING
R-3: Low-Medium Density Residential
R-4: High Density Residential
R-5: Highest Density Residential
C-2: Community Business
C-3: CENTRAL BUSINESS
C-M: General Commercial
M-1: Light Industrial
M-2: Heavy Industrial
P: Public Use
R-1
R-3
R-4
R-5
C-2
C-3
C-M
M-1
M-2
P
GREEN ST
VALLEJO ST
BROADWAY
PACIFIC AVE
JACKSON ST
WASHINGTON ST
CLAY ST
SACRAMENTO ST
CALIFORNIA ST
PINE ST
BUSH ST
SUTTER ST
POST ST
GEARY ST
O'FARRELL ST
ELLIS ST
EDDY ST
TURK ST
GOLDEN GATE AVE
FULTON ST
GROVE ST
HAYES ST
PAGE ST
HAIGHT ST
McCOPPIN ST
DUBOCE AVE
FOURTEENTH ST
FIFTEENTH ST
SIXTEENTH ST
THIRTEENTH ST
CENTRAL SKYWAY
VAN NESS AVE
POLK ST
LARKIN ST
HYDE ST
LEAVENWORTH ST
JONES ST
TAYLOR ST
MASON ST
POWELL ST
STOCKTON ST
GOUGH ST
FRANKLIN ST
MARKET ST
MISSION ST
HOWARD ST
FOLSOM ST
HARRISON ST
BRYANT ST
BRANNAN ST
TOWNSEND ST
KING ST
BERRY ST
CHANNEL ST
DIVISION ST
ALAMEDA ST
SIXTH ST
SEVENTH ST
EIGHTH ST
NINTH ST
TENTH ST
ELEVENTH ST
TWELFTH ST
OTIS ST
VALENCIA ST
CAPP ST
SOUTH VAN NESS AVE
SHOTWELL ST
FOLSOM ST
HARRISON ST
ALABAMA ST
TREAT AVE
FLORIDA ST
BRYANT ST
YORK ST
HAMPSHIRE
POTRERO AVE
UTAH ST
SAN BRUNO AVE
KANSAS ST
RHODE ISLAND ST
DE HARO ST
CAROLINA ST
EMBARCADERO
JAMES LICK SKYWAY
PLANNED FREEWAY EXTENSION

DOWNTOWN OBJECTIVES

Consideration of objectives was therefore an early phase of the study. Outlines of objectives were developed, and as these were discussed with the public it became apparent that among all those who had an interest in downtown, the areas of agreement upon objectives were far greater than the areas of disagreement.

The many objectives that have been suggested might all be generalized under a single predominant goal: fulfillment of all the potentials of the downtown area, through maximization of development in a manner consistent with community values and efficient organization of functions. This goal may in turn be subdivided into statements fitting under the following headings:

Growth, through new development in many parts of the downtown, and attraction of new firms, workers, shoppers, visitors and residents, providing strength, vitality, opportunity, and expansion of employment and the tax base.

Convenience, characterized by compactness, freedom from harmful dispersal, easy communication, efficient organization of activities, and a close proximity of related functions.

Accessibility, involving easy movement of persons, vehicles and goods into the downtown area and within it, making the best possible use of each of the forms of transportation and emphasizing those forms which are most efficient to serve the various downtown subareas.

Variety, giving wide and free choices to shoppers, businessmen and others involved in downtown activities, including the choices available to the developers, owners and users of building space.

Amenity, deriving from the excitement of downtown, and dependent upon a pleasing downtown appearance, quality of design, easy movement, availability of light, air and views, and the presence of public and private open spaces.

Character, as found in downtown as a whole and in specific smaller areas, made outstanding by the special San Francisco setting and by patterns of past development. Perhaps no objective is so challenging as that of preserving this San Francisco identity within the context of growth.

DOWNTOWN PLANNING

The total scope of downtown planning is made up of all the public and private development decisions affecting the area. Zoning should serve as a means of relating these decisions to the objectives outlined above.

Among the decisions on the public side affecting downtown, most are concerned with large-scale development programs, such as the changes in Market Street accompanying the installation of rapid transit, the urban renewal projects which are remaking portions of downtown, and the construction of public buildings and parking facilities. Coordination of such public projects was called for in the *Downtown General Plan* published by the Department of City Planning in 1963, and the relating of the zoning framework to these projects is a matter of some concern.

The majority of planning decisions affecting downtown are, however, made in the private sector. Most of these involve construction or reconstruction of individual buildings. Here zoning can also play a major part, affording a means of welding together the various private planning decisions and coordinating these with public decisions so that the output from all investments will be maximized and the mutual objectives for downtown will be met.

For this reason, the 1963 *Downtown General Plan*, after posing significant planning considerations for the downtown area, recommended that an extensive study of downtown zoning be undertaken. The zoning study, given further impetus by the change in the basic C-3 floor area ratio in 1964, has now been carried out.

THE ZONING STUDY

This current study has built upon previous downtown planning work, supplementing it with new materials that have recently become available and adding forms of inquiry that are especially adapted to a zoning study. The work program blending together the various study elements is shown in the accompanying diagram.

By combining the resources of the Department of City Planning and the consultants, it was possible to assemble a study team with knowledge of downtown development problems, transportation, urban design, building economics, data analysis, zoning techniques, and other matters important to the study.

A great deal of background information was drawn together, from many sources, to form a basis for zoning evaluations. Among the more significant outside sources were the Community Renewal Program, which had collected statistics on every downtown building, the Downtown Parking and Traffic Survey, in which the Department of Public Works had studied automobile trips to and from downtown, and various surveys connected with the coming rapid transit lines on Market Street.

Many individuals and organizations with special downtown knowledge and interests were interviewed in the zoning study to determine their views on downtown problems and add to the information in the study. The contributions of those interviewed, some of whom are listed under the acknowledgements section at the end of this report, were generous and significant.

Continuous public participation in the study was achieved through a special downtown committee, made up of representatives of the major downtown organizations, which met periodically to comment upon downtown needs and review the progress of the study. Additional committees representing individual organizations also met with the study team. Progress reports were issued monthly and sent to interested persons.

At the outset it was decided that a study of this length and magnitude should not be carried through to its conclusion without publication of earlier portions of the work for analysis by the study team and review by the public. For this reason two Working Papers were assembled, one at the six-month and one at the twelve-month point in the study.

The two Working Papers together contained some 180 pages of text, 34 tables and 19 maps, and covered the following major topics:

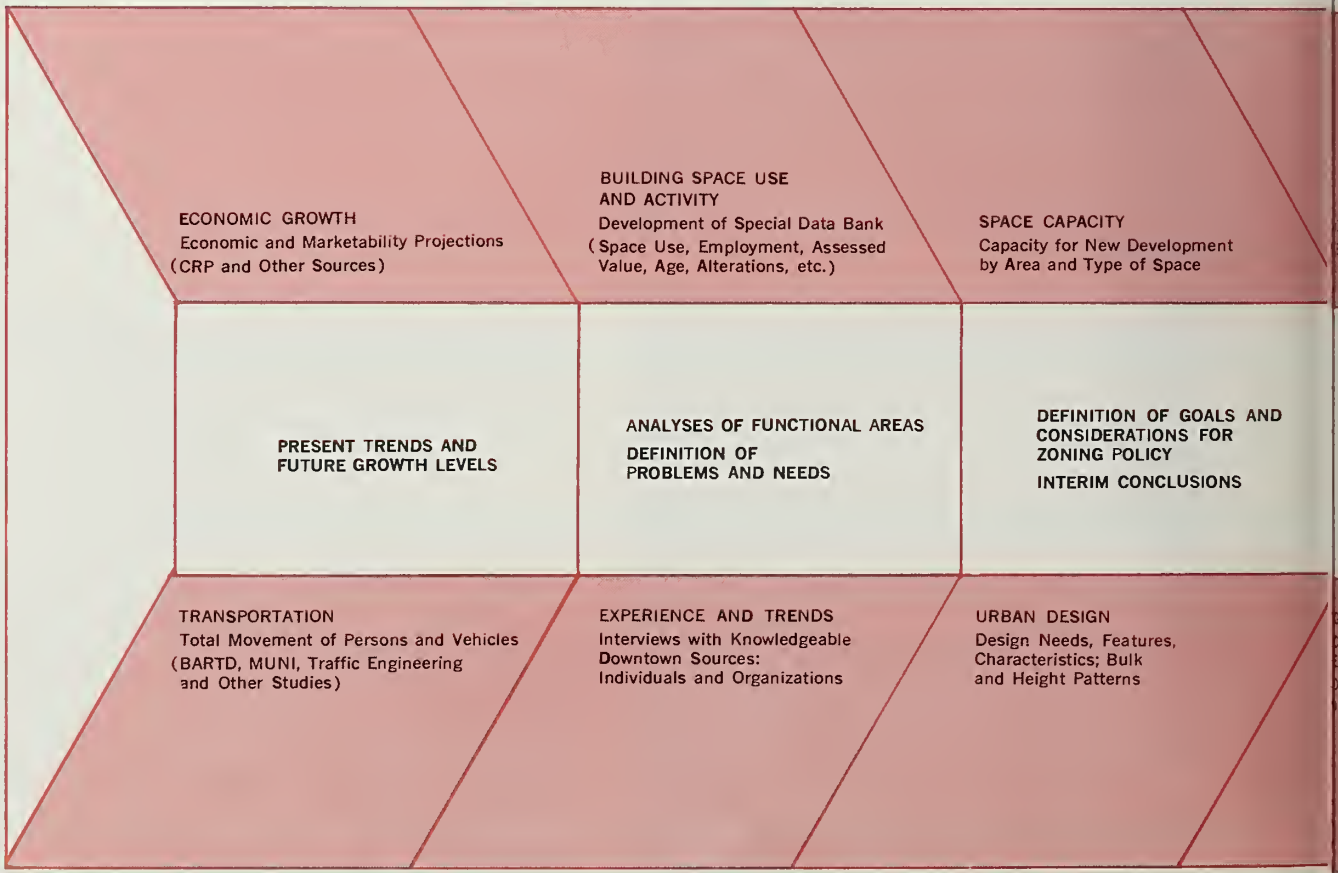
Goals and Issues, bringing together statements previously made or newly formulated, to determine their effects upon the directions of downtown development and to establish the objectives described earlier in this report.

Building Space Use and Activity, surveyed for existing conditions by several means including a specially prepared computerized data bank, and for future conditions by numerous projections and by estimates of the capacity of downtown for growth.

Transportation, including the effects of the Bay Area Rapid Transit system, possible Municipal Railway improvements, and the facilities for movement, storage and loading of automobiles and trucks.

Urban Design, involving an inventory of design resources and potentials in the downtown area, and a determination of the manner in which zoning may affect downtown appearance and amenities.

Development Economics, concerning the complex factors in downtown construction, financing, proj-


ECONOMIC GROWTH
Economic and Marketability Projections
(CRP and Other Sources)
BUILDING SPACE USE AND ACTIVITY
Development of Special Data Bank
(Space Use, Employment, Assessed Value, Age, Alterations, etc.)
SPACE CAPACITY
Capacity for New Development by Area and Type of Space
PRESENT TRENDS AND FUTURE GROWTH LEVELS
ANALYSES OF FUNCTIONAL AREAS
DEFINITION OF PROBLEMS AND NEEDS
DEFINITION OF GOALS AND CONSIDERATIONS FOR ZONING POLICY
INTERIM CONCLUSIONS
TRANSPORTATION
Total Movement of Persons and Vehicles
(BARTD, MUNI, Traffic Engineering and Other Studies)
EXPERIENCE AND TRENDS
Interviews with Knowledgeable Downtown Sources:
Individuals and Organizations
URBAN DESIGN
Design Needs, Features, Characteristics; Bulk and Height Patterns

ect development, sales and rentals, and building management, as these factors relate to both the limits imposed and the incentives offered by zoning.

Experience of Other Major Cities, studied through visits to these cities to determine the success of their downtown planning programs and the role played by zoning as a guide for downtown development.

At the beginning of each Working Paper were sections summarizing the contents of the paper and stating interim conclusions. These sections were included in two of the monthly progress reports of the study:

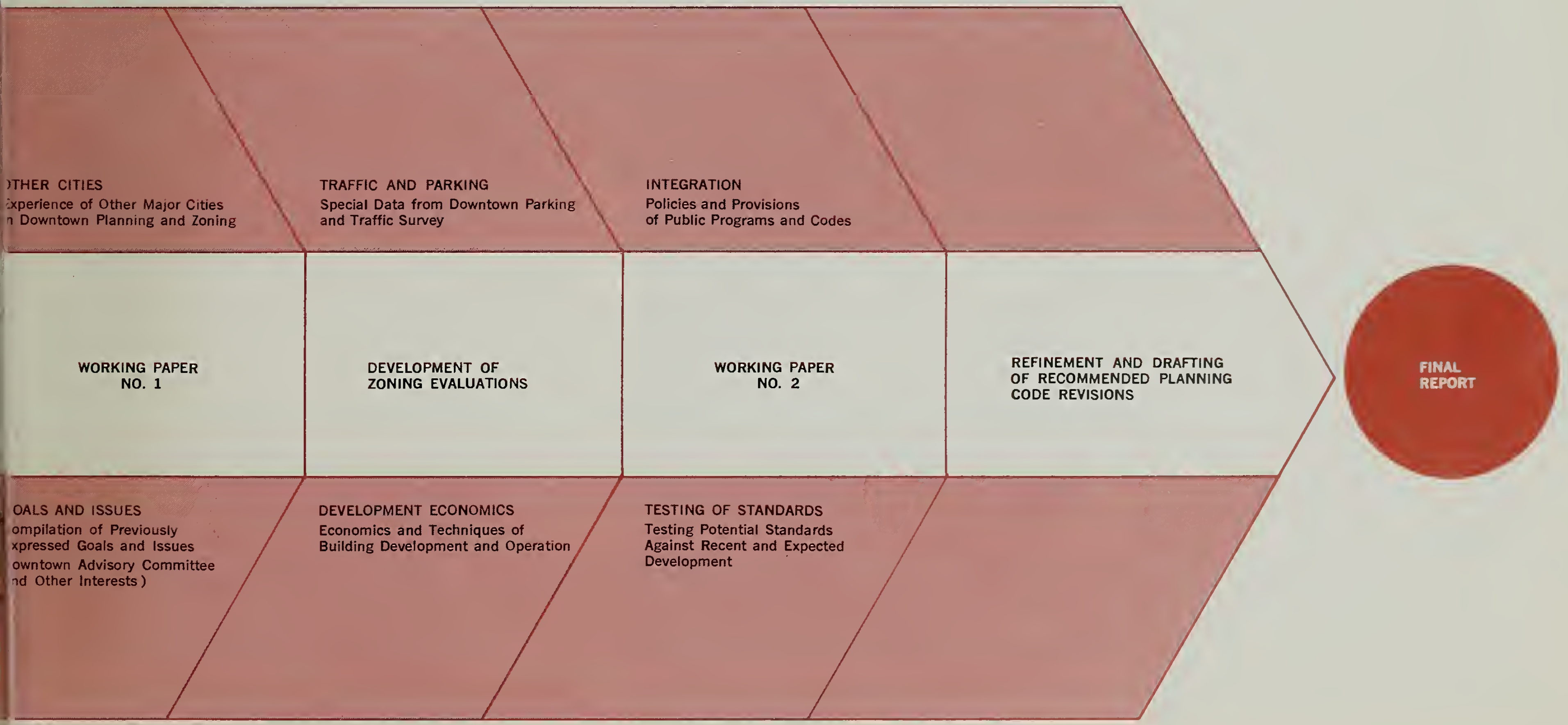
The Background and Summary and Conclusions portions of Working Paper No. 1 were contained in the February 1966 progress report. These sections traced the development of the present study and described major conclusions that had been reached at that point concerning downtown as a whole and each of its many sub-areas.

The Summary and Zoning Evaluations portions of Working Paper No. 2 were contained in the July 1966 progress report. These outlined, in general form, the zoning proposals that were expected to be made, including types of use districts, building bulk provisions, zoning district boundaries, provisions as to off-street parking and loading, special requirements for certain areas, and development bonuses to provide extra building floor area for developers in exchange for certain building features producing clear advantages to the public.

Using the framework established in Working Paper No. 2, detailed zoning standards have been developed and refined over the past several months. Care has been taken to relate these standards to existing patterns of downtown development, but at the same time to recognize new trends and directions of growth. It was felt that through imaginative zoning solutions, a capacity for new development could be provided which would be well in excess of anticipated future needs, with protection given at the same time to San Francisco's special downtown advantages.

Zoning choices were always made, where possible, in the direction of simplicity, flexibility, incentives and ready adaptability to new conditions, rather than toward the rigidity of mandatory requirements, so as to provide for a variety of development opportunities and freedom of design.

The study sought to consider every possible zoning scheme or method. Many possibilities were studied and rejected. Those that were finally chosen were tested against past building developments and both real and hypothetical future developments. Drafting of new ordinance provisions for amendment of the Planning Code was done with concern for the workability of these provisions in practice, and streamlining of some provisions already in effect. The modern zoning techniques proposed were to be suitable for downtown San Francisco throughout the 1960's and 1970's.


THER CITIES
xperience of Other Major Cities
n Downtown Planning and Zoning
TRAFFIC AND PARKING
Special Data from Downtown Parking and Traffic Survey
INTEGRATION
Policies and Provisions of Public Programs and Codes
WORKING PAPER NO. 1
DEVELOPMENT OF ZONING EVALUATIONS
WORKING PAPER NO. 2
REFINEMENT AND DRAFTING OF RECOMMENDED PLANNING CODE REVISIONS
FINAL REPORT
OALS AND ISSUES
ompilation of Previously
xpressed Goals and Issues
owntown Advisory Committee
nd Other Interests)
DEVELOPMENT ECONOMICS
Economics and Techniques of Building Development and Operation
TESTING OF STANDARDS
Testing Potential Standards Against Recent and Expected Development

DEFINING DOWNTOWN

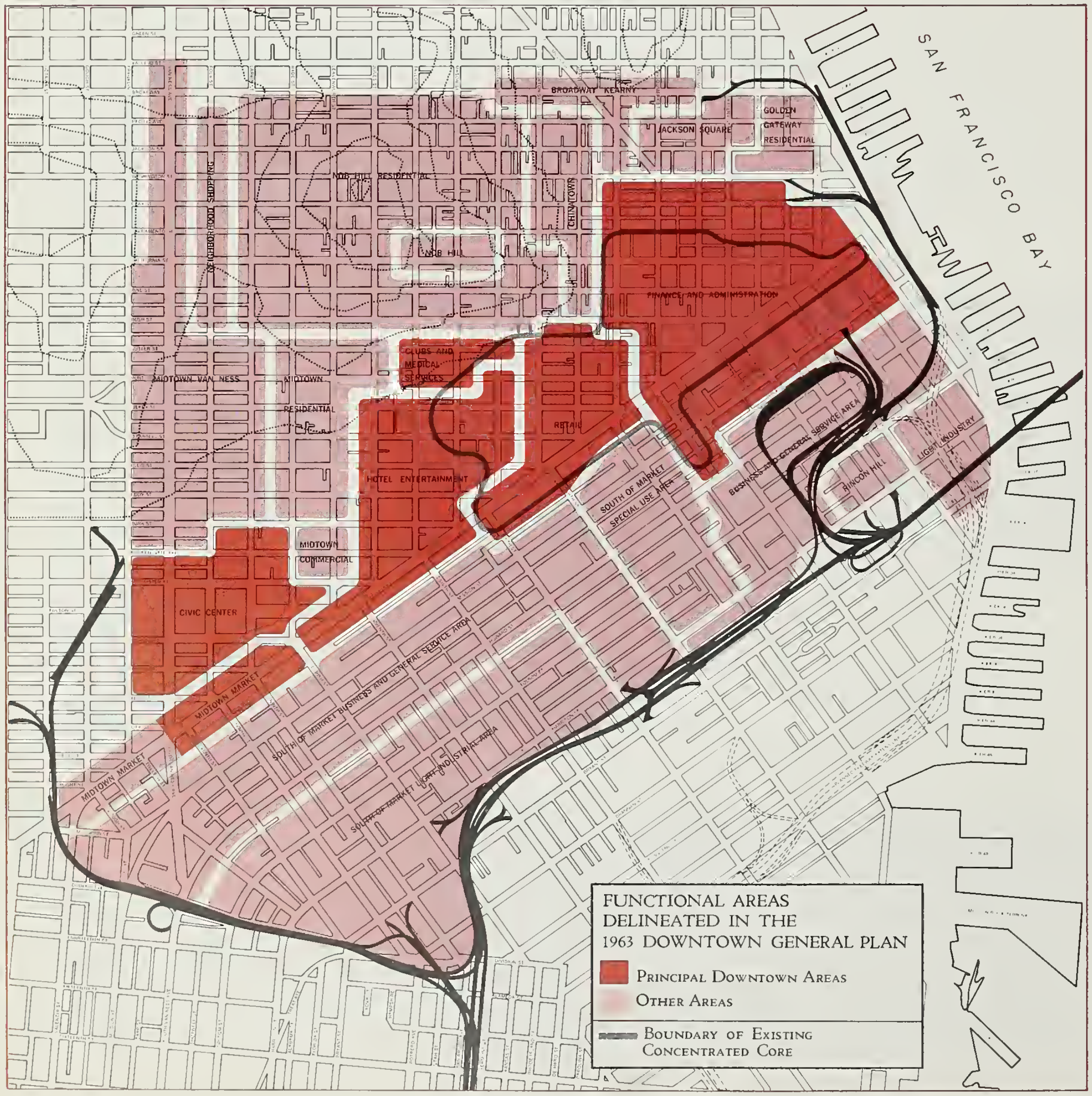
The part of a city known as its downtown is best defined in terms of certain activities or functions. In most cases the downtown activities include offices, retailing, hotels, entertainment and government, serving the whole city and usually having regional and national significance as well. Secondary activities will include general or heavy commercial uses existing to support the other downtown functions, residential development of high density, and often certain concentrations of specialized uses on the fringes which benefit from a close-in location.

San Francisco, among American cities, is fortunate in having unusually distinct and compact areas devoted to specific downtown functions. It is also fortunate in the economic strength now enjoyed by many of these functional areas, especially the financial and administrative office area which holds a prominent national position. A delineation of the functional areas was made as part of the 1963 *Downtown General Plan*, and independent work of the present zoning study has borne out those delineations with few exceptions.

Within the broader area known as downtown there is a core area characterized by the highest concentrations of building space and employment, and the greatest amounts of pedestrian movement. This concentrated core, which in San Francisco is made up of the main parts of the office and retail areas and a few blocks just west of Union Square, has the heaviest downtown congestion and requires the closest consideration in a zoning study.

Topography has been a major determinant of the form taken by downtown San Francisco, with Nob Hill, Telegraph Hill and the Bay setting natural boundaries for commercial development over the years. The established street pattern has also been an important influence, dominated by Market Street which joins two essentially separate street systems, tending to form a barrier along the south side of the core area.

Other parts of the transportation network also help to define downtown. Established patterns of transit and highway service affect directions of growth and physical form. As these patterns change, they tend to reshape downtown. In the present period of transit development, these facts have strong implications for zoning.


SAN FRANCISCO BAY
BROADWAY KEARNY
JACKSON SQUARE
GOLDEN GATEWAY RESIDENTIAL
NOB HILL RESIDENTIAL
NEIGHBORHOOD SHOPPING
CHINATOWN
NOB HILL
FINANCE AND ADMINISTRATION
CLUBS AND MEDICAL SERVICES
MIDTOWN VAN NESS
MIDTOWN RESIDENTIAL
RETAIL
HOTEL ENTERTAINMENT
SOUTH OF MARKET SPECIAL USE AREA
BUSINESS AND GENERAL SERVICE AREA
RINCON HILL
LIGHT INDUSTRY
MIDTOWN COMMERCIAL
CIVIC CENTER
MIDTOWN MARKET
SOUTH OF MARKET BUSINESS AND GENERAL SERVICE AREA
MIDTOWN MARKET
SOUTH OF MARKET LIGHT INDUSTRIAL AREA
🟥 Principal Downtown Areas
Other Areas
Boundary of Existing Concentrated Core

FUNCTIONAL AREAS DELINEATED IN THE 1963 DOWNTOWN GENERAL PLAN

PATTERNS OF ACCESSIBILITY

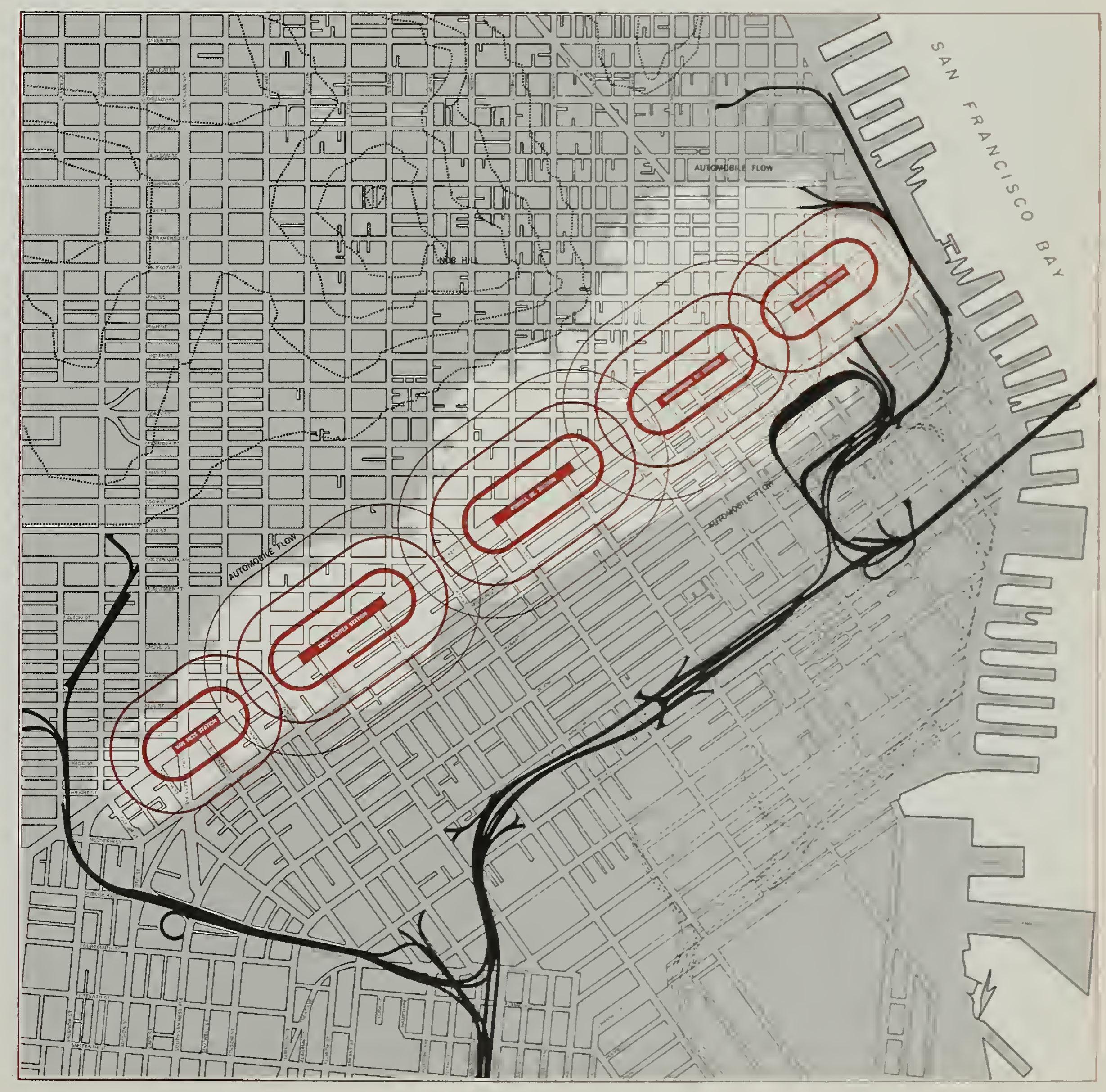
Ease of movement into and within the downtown area is by no means uniform for all locations. Nor is it possible to reach all downtown points readily by using any single means of transportation.

Automobiles are not limited as to the routes taken, but can move conveniently only along thoroughfares on which relatively high speeds can be maintained without frequent interruptions. Public transit vehicles using the surface of streets reach fewer points than automobiles and normally cannot achieve greater speeds, but are more efficient in terms of the numbers of persons carried. Grade-separated rapid transit, though reaching the fewest points of all, has by far the greatest speed and efficiency. In addition, rapid transit does not add to street congestion as surface vehicles do, and requires no vehicle storage areas downtown. San Francisco now has a strong commitment to use of rapid transit as its dominant means of access to downtown, particularly for trips to and from work. The transit investment will avoid intolerable future congestion.

The rapid transit system now being built has been designed to provide its stations in or near the highest concentrations of present downtown employment. Such an arrangement is appropriate, and it may be further reinforced by the exercise of zoning. The greatest intensities of future development permitted by zoning should therefore be within easy walking distance of transit stations, both north and south of Market Street.

Some uses which are oriented more toward automobile and truck traffic than toward transit will best be located away from the areas of highest concentration and nearest the freeways, especially in the South of Market area where traffic will not be drawn through core area streets.

Many persons traveling downtown by automobile, especially shoppers and business visitors, will still be bound for destinations within the concentrated core. Some of these persons will continue to park toward the center of the core, but most new parking facilities should be provided at peripheral locations so as to intercept traffic moving in from freeway ramps and major thoroughfares. This interception concept has been widely advocated through the years and was incorporated in the 1963 *Downtown General Plan*. The core area, as it grows and intensifies, will necessarily become increasingly a pedestrian province, where conflicts with motor vehicles should be minimized. Pedestrian movement within the core should also be eased by provision of plazas, arcades, block cut-throughs, and other such features.



GROWTH TRENDS

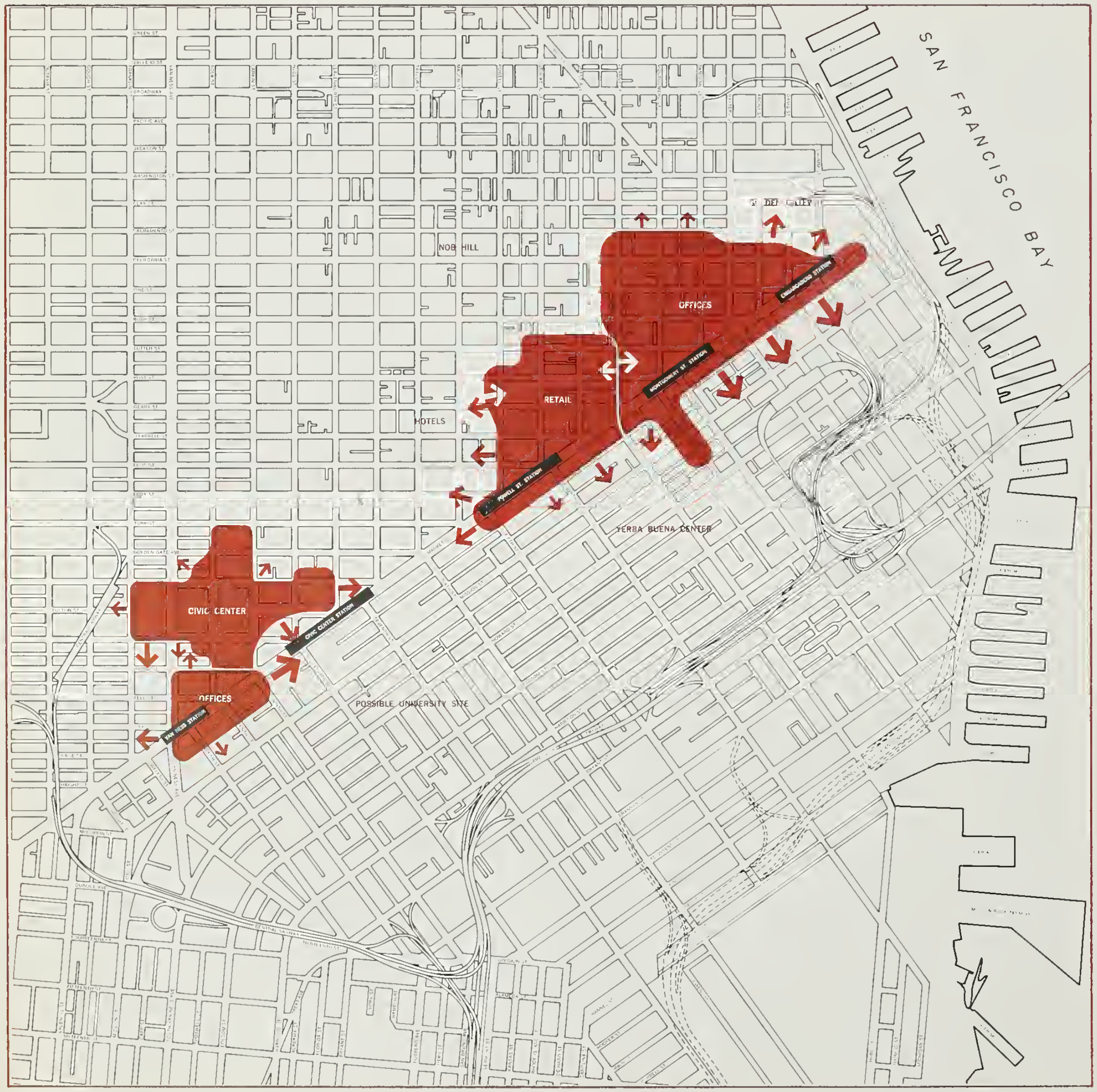
Rapid transit will be a major determinant of the directions of future growth. Office development, continuing the surge of the past ten years, will further intensify in the Montgomery and California Street areas, and will also be pulled eastward toward the Ferry Building and southward below Market Street. Redevelopment construction in the Golden Gateway will be a major factor in this movement, as well as the Montgomery Street and Embarcadero transit stations.

Retail activity is expected to continue to gain strength in its present compact area, to show new vitality along Market Street and in the blocks nearest the Powell Street station, and to merge more fully into the office and hotel areas to the east and west.

Major growth can also be expected in the case of public and private offices in the Civic Center area, and apartments and possibly hotels on Nob Hill. The South of Market area can provide land for several major projects. One, Yerba Buena Center, has already been approved; another, an urban university, has been proposed. Whatever the ultimate means, public policy will strongly favor new South of Market development.

These trends and others have been taken into account in the zoning proposals. Growth projections for each type of downtown activity have been studied, as well as the capacity of each section for growth and the impact of public programs. Development economics have also been analyzed, especially as they are affected by rising costs and new technologies, to determine that the standards proposed will be practical. All available plans for buildings projected but not yet built have been studied in relation to the proposed standards.

Land values, which are determined by diverse influences including past development in an area, pedestrian concentrations, prestige of locations, assessment practices and individual development expectations, were also consulted. Such values can be an indication of growth trends, although they are rarely a direct determinant of planning or zoning policy. Improvement of the tax base is, of course, of direct concern to planning, and it is recognized that the tax base downtown will expand as a function of total growth of the area. It is the maximization of total growth, therefore, that is to be looked to, rather than enhancement of the value of any individual property.



THREE-DIMENSIONAL FORM

As downtown grows outward, it also grows upward, further emphasizing its three-dimensional form. Every effort has been made in the present study to assess the urban design aspects of downtown growth. Such considerations have had an influence upon the formation of the recommended zoning standards, although they have been only one determinant in this process.

Quality in urban design goes hand in hand with downtown growth and vitality. A stable and desirable downtown environment requires that there be no areas of pronounced underdevelopment, and no blighting influences within developed areas. Quality of environment can accompany recognition and strengthening of all development potentials.

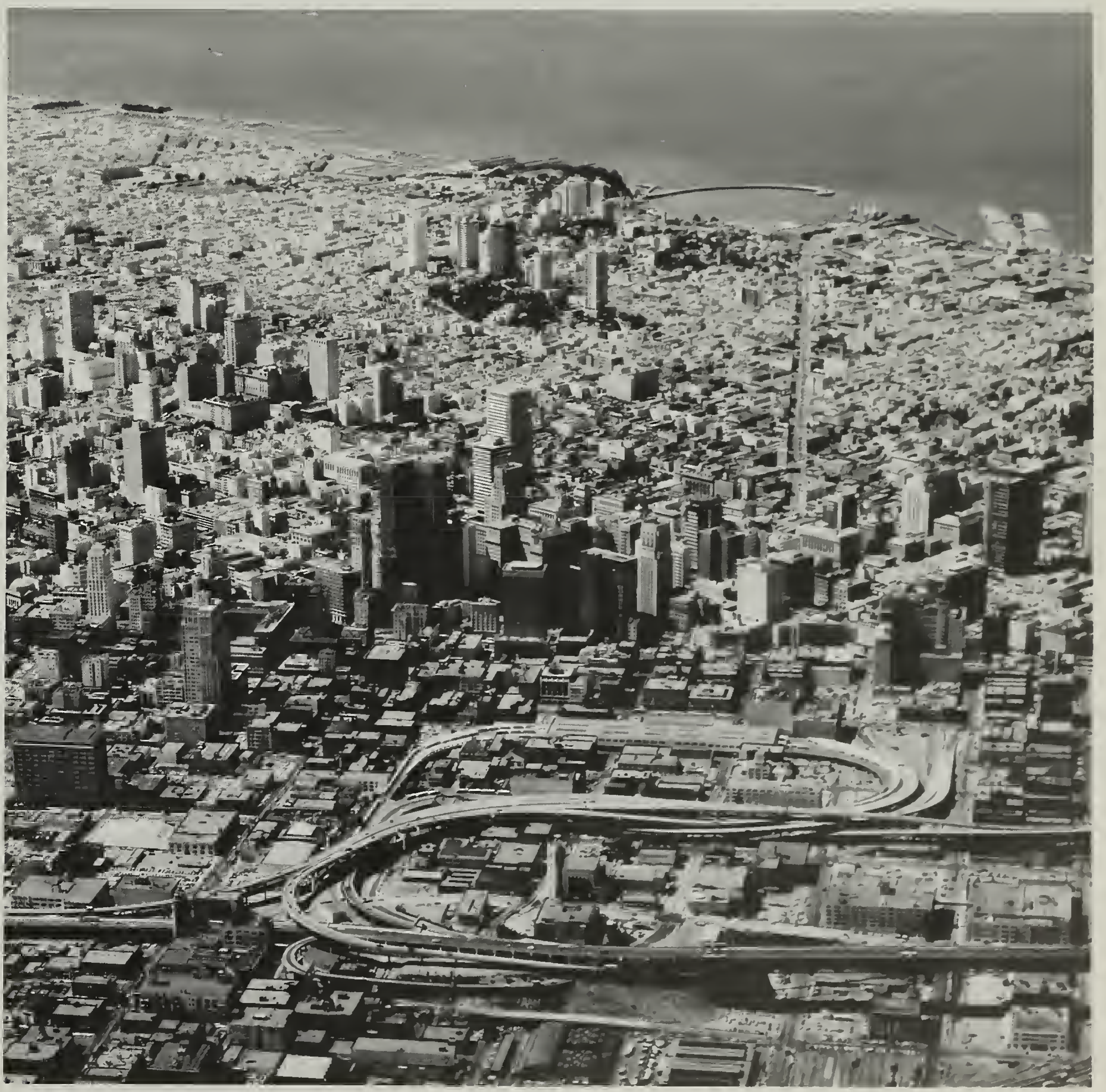
Among the design resources of downtown San Francisco is its over-all form or skyline. This skyline, when seen from without, from downtown entranceways or from within downtown, is characterized by massed buildings identifying the office area, the Market Street spine, and the top of Nob Hill. This form can be enhanced by further development in the high-bulk office core, in the station areas along Market Street and on Nob Hill, with a clear gap in the high skyline maintained on the east slope of Nob Hill to emphasize this distinct feature of the San Francisco topography.

Views of the hills, of downtown buildings and of the Bay and its far shores should be fully preserved where the opportunity is clear and the public interest is overriding. In other cases, spacing of building towers will afford limited views and at the same time permit light to reach the streets and other buildings.

A few downtown areas have a special character produced by existing relationships of buildings and open spaces. Several specific streets and squares require preservation measures lest these resources be forever lost to the community.

As downtown grows, problems in the movement of persons will increase, and pedestrian amenities may decline unless special efforts are made to influence the form of development. Various improvements can be made at ground level, and in the long term the ultimate solution may be to provide a new level for pedestrian movement, above or below ground level. This multi-level concept can be extended, and downtown interest and convenience enhanced, by the mixing of several uses at different levels in the same building or development.

These design considerations were taken into account in basic zoning standards and especially in the development bonuses that are offered in the proposals. They were also recognized in the recommendations for special areas of unusual character. However, no over-all design plan or rigid formulas are proposed in this zoning study, and it is intended that opportunity be afforded for the widest possible choice of design solutions for the individual developer and his architect within the context of the flexible standards proposed.



AERO PHOTOGRAPHERS, SAUSALITC

Downtown Zoning Districts

The study has determined that, in place of the present C-3 district, there should be four downtown zoning districts. These would correspond to the leading functional areas of downtown.

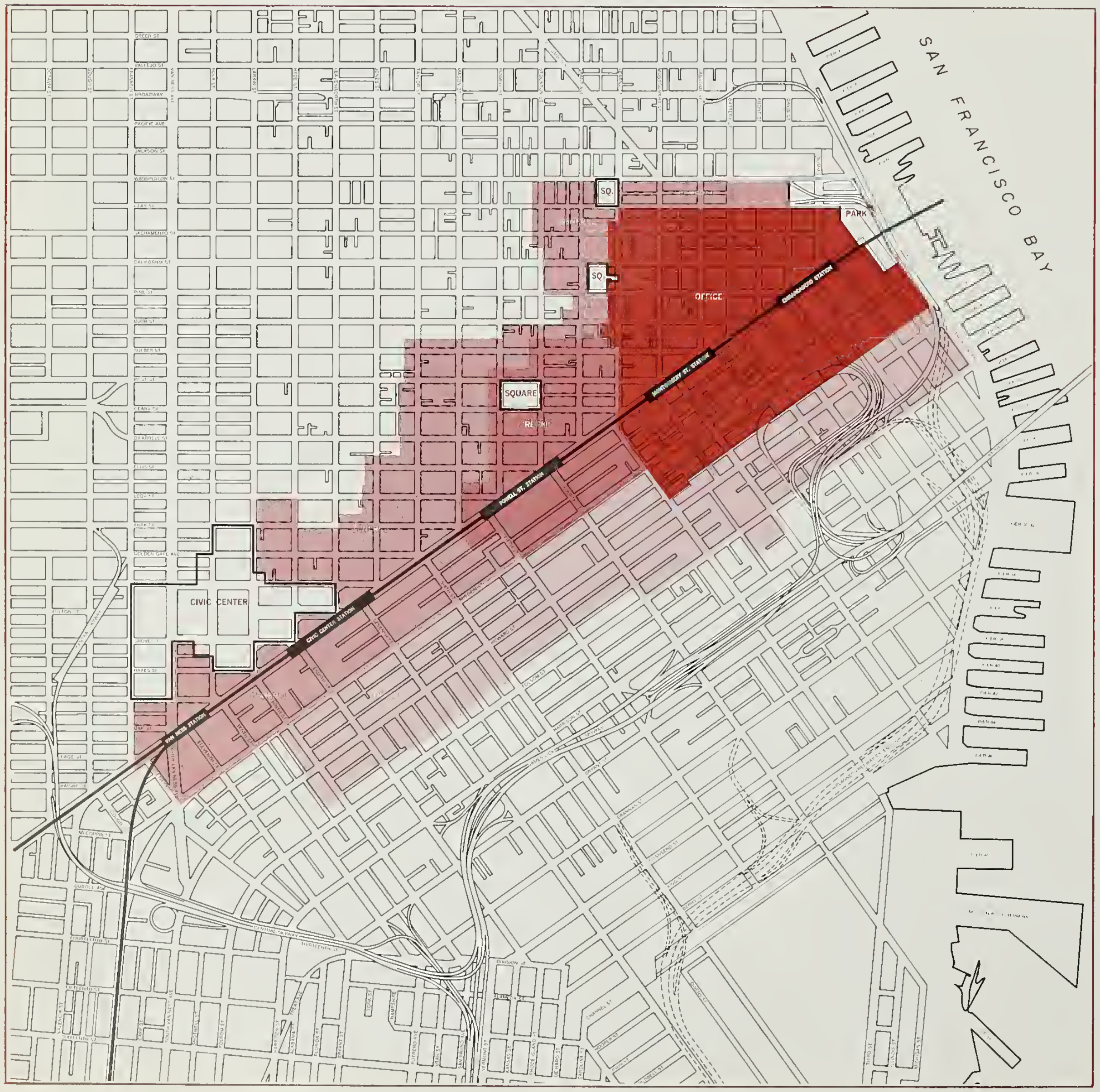
The four new districts together would cover an area somewhat different from that of C-3, and would be more truly related to the present and future shape of downtown. The heavy over-balancing of C-3 to the north side of Market Street would be modified by affording Market, the transportation spine, a more central location with downtown zoning districts occupying more area to the south and less to the north.

With fewer than four downtown districts it would not be possible to make the necessary differentiations as to uses permitted, maximum bulk of buildings, and the types of amenities sought. There are, however, many similarities among the proposed districts.

The pattern of permitted uses would be quite similar to that applying under present zoning provisions, with the sharpest distinctions continuing to be between uses such as offices, retail and hotels on the one hand, and heavy commercial and industrial uses, particularly those that are oriented toward motor vehicles, on the other. In building bulk, the office area would be given the highest floor area ratios, with the other areas having ratios which are sufficiently high to meet their requirements, though not as high as those formerly permitted by C-3 zoning. The floor area bonuses offered would be structured so as to emphasize the patterns of accessibility and amenities appropriate to each district. All four districts would have in common an exemption from off-street parking requirements for commercial uses, continuing the exemption that applies in C-3 but altering it to cover the new area to be classified as downtown.

The boundaries proposed for the new districts are determined to a considerable extent by present and projected functional areas. They are also influenced by the transportation network, topography, and the nature of the areas adjoining the four districts. Attention is given to the need for the districts to be compact, but also to the need for expansion areas, and for stimulation of development in underdeveloped areas. Definite boundary lines between districts would exist, as they must on any zoning map, but developments of similar character could usually overlap these boundaries since compatible zoning standards would be in effect on either side of the line.

Creation of four new districts has entailed some reorganization and streamlining of existing provisions in the Planning Code. One such change is a consolidation of scattered lists of permitted uses into a single table for all commercial and industrial districts, preceded by explanatory material. For each district there is a paragraph describing the district and stating its purpose. The paragraphs for the four downtown districts are set out below, followed in each case by a further explanation.



C-3-O DISTRICT: DOWNTOWN OFFICE

This district, playing a leading national role in finance, corporate headquarters and service enterprises, and serving as an employment center for the region, consists primarily of high quality office development. The intensity of building development is the greatest in the city, resulting in a notable skyline symbolizing the area's strength and vitality. The district is served by city and regional transit reaching its central portions and by automobile parking at peripheral locations. Intensity and compactness permit face-to-face business contacts to be made conveniently by travel on foot. Office development is supported by some related retail and service uses within the area, with unrelated uses excluded in order to conserve the supply of land in the core and its expansion areas for further development of major office buildings. Certain desirable building features are encouraged by means of development bonuses.

This is the dominant downtown district. Its present floor space in office buildings is in excess of 18,000,000 square feet; over 85,000 people are employed in these buildings, and about half that number come downtown to visit the district each day for other purposes.

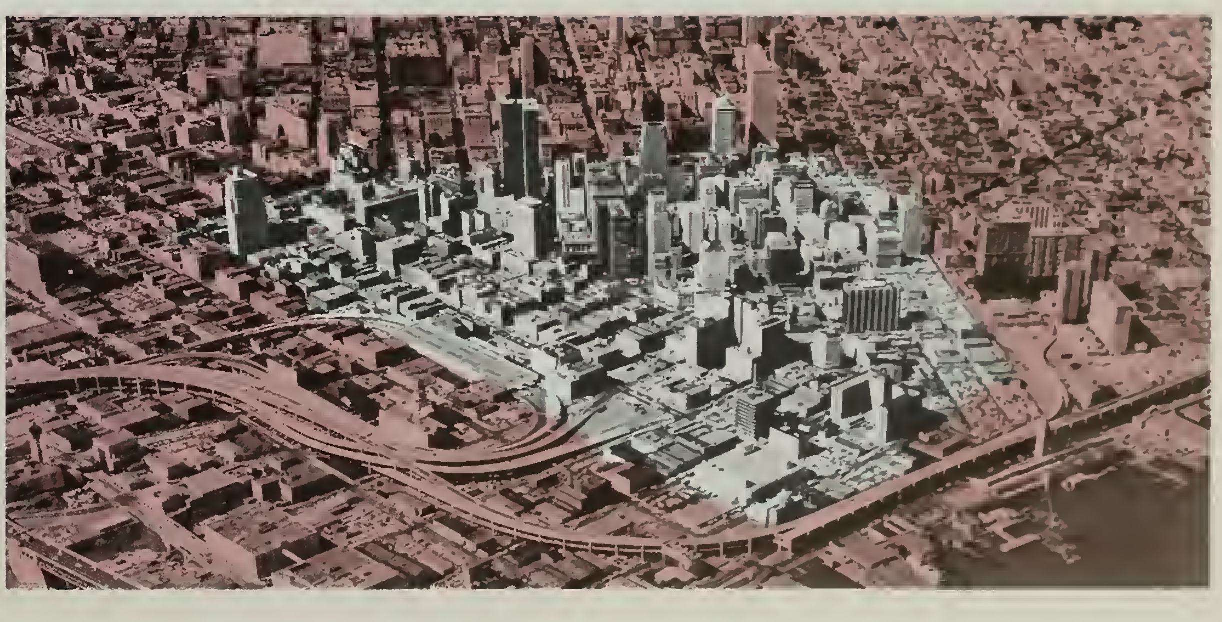
The origins of the present stock of office space now span 60 years, and there is a continual process of expansion and replacement of this space. During the surge in construction since 1955, 3,600,000 square feet of office space have been completed in major buildings within the district, two-thirds of the total of such office space built downtown during the period, and the current range of construction is 500,000 to 900,000 square feet of office space in the district per year.

Under the zoning proposals, the highest floor area ratios are afforded to this district. Such ratios would permit continued concentration of office functions in a compact, convenient area of high prestige, and stimulate the use of underdeveloped sites. The floor area ratio provisions are further described later in this report.

The boundaries of this district are determined principally by growth trends in office development, by the location of other districts, and by topography. Expansion is discouraged beyond the present limits of high-intensity office development at the Portsmouth Corridor to the north and the base of Nob Hill to the northwest, and encouraged to the east and south where continued filling-in with new buildings will occur up to The Embarcadero and the Trans-Bay Terminal. Office development at lesser intensities will, of course, be permitted in all the adjacent districts as well.

An office district of this size can provide sufficient land for future office development to accommodate the variety of building sizes and occupancies that are needed, with financial and headquarters functions tending to continue at present locations and other types of offices occurring more toward the periphery.

Heavy commercial uses would, as at present, be excluded from the area by the zoning regulations. Related retail and service uses would be permitted, with only the economic market controlling their size and quantity. Apartments, considered generally unnecessary to this compact area and a possible threat to the supply of office land, would be permitted in the district only if built in combination with other uses, and only upon approval by the City Planning Commission as conditional uses. Parking facilities, which also conflict with the need to conserve land for offices, as well as generating traffic that cannot be absorbed by core area streets, would be limited as described later in this report.



C-3-R DISTRICT: DOWNTOWN RETAIL

This district is a regional center for comparison shopper retailing and direct consumer services. It covers a compact area with a distinctive urban character, consists of uses with cumulative customer attraction and compatibility, and is easily traversed by foot. Like the adjacent Downtown Office district, this district is well served by city and regional transit, with automobile parking best located at its periphery. Within the district, continuity of retail and consumer service uses is emphasized, with encouragement of pedestrian interest and amenities and minimization of conflicts between shoppers and motor vehicles. A further merging of this district with adjacent, related districts is anticipated, partially through development of buildings which combine retailing with other functions.

San Francisco's downtown retail area is among the strongest in the country, enjoying a steady increase in sales and a comparison shopping advantage over retail centers in outlying parts of the Bay Area. This downtown strength may be attributed to the close ties between retailing and other downtown activities, the compactness of the district and the amenities afforded to shoppers. With the changing form of downtown and the increased mobility given to shoppers by rapid transit, care must be taken to preserve these attributes if the retail district is to maintain and improve its position.

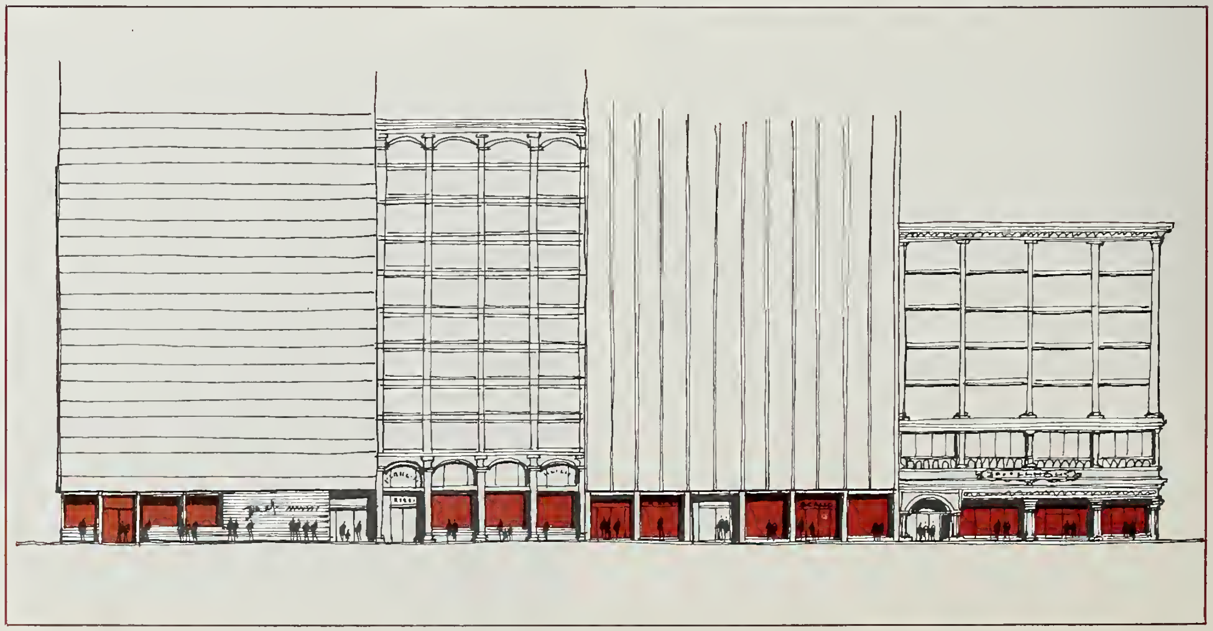
The proposed zoning district would cover the present area of high-intensity retail use and would merge with the office district to the east and the hotel area to the west. It would include a section of Market Street from Kearny to Mason, along which new retail construction may be expected in the coming years. Also susceptible to new construction are the areas of merger with the office and hotel areas, where mixed-use buildings are especially likely. Throughout the district, remodeling of existing retail buildings is expected to continue.

The hallmark of the retail zoning district would be a requirement, adapted from those used with success in other cities, that the street frontages at ground level be devoted continuously to retail and consumer service uses. Other types of uses, although permitted in the district, would be required to be located either on upper floors or at a distance of 50 feet or more from the street. Not more than one-third the street frontage of a building could be devoted to entrances to such other types of uses, and at least one-half would have to be devoted to show windows, other displays and entrances of the retail and consumer service uses.

Due to the nature of these requirements, the district is proposed only in areas where a continuous frontage of retailing and consumer services could be expected to be readily provided.

Large structures to house hotels and offices, and apartments as conditional uses, would be suitable to this district if these uses were located above retail stores. The size of these structures would be limited, however, to floor area ratios which, though higher than the maximum permitted by some other major cities in any downtown district, would be less than the maximum for the San Francisco office district. These ratios would be adequate for the needs of the retail district and designed to preserve the amenities necessary to continued retail vitality.

As in the office district, major parking facilities would be limited as described later in this report. Parking entrances across sidewalks, which present a serious conflict with pedestrians in this area, would be limited in extent by the requirement of continuous retail and consumer service frontage. Amenities for pedestrian movement and shopper interest would be encouraged by the development bonus system described later. The height limit for buildings fronting on Union Square, also described later, would be significant in this respect as well.



C-3-G DISTRICT: DOWNTOWN GENERAL COMMERCIAL

This district covers the northern and western portions of downtown and is composed of a variety of uses: retail, offices, hotels, entertainment, clubs and institutions, and high-density residential. Many of these uses have a citywide or regional function, although the intensity of development is lower here than in the downtown core areas. As in the case of the other downtown districts, no off-street parking is required for individual commercial buildings, but in this district automobile parking is a major land use, serving this district and the adjacent office and retail core areas. In the vicinity of Market Street, the configuration of this district reflects easy accessibility by rapid transit.

This general district would include most of the balance of the area now zoned C-3. There is some diversity in the character of development and the types of uses that predominate in various parts of this area, but the entire district functions as part of downtown. A further breakdown of the area into zoning districts could have been recommended on the basis of these differing functions, but such a zoning breakdown appears to be unnecessary.

The blocks included in the general district are those on or near the outer part of Market Street beyond Mason, in the hotel and entertainment area west of Union Square, in Chinatown below Washington Street, and in the Portsmouth Corridor between Clay and Washington Streets. Excluded from the district would be a number of blocks on the south slope of Nob Hill which are now zoned C-3 but are in predominantly residential use. These would be placed in a new residential-commercial combining district, as described later in this report.

Uses permitted would be similar to those in the office and retail districts, with the addition of certain business services and, at proper locations as conditional uses, certain automobile-oriented uses. The permitted floor area ratios would be the same as those applying in the retail district, except for differences among the bonuses offered. With the bonuses used, sites nearest to rapid transit on Market Street or connected with parking facilities would achieve the highest floor area ratios in the general district.

Parking, particularly to serve locations in the office and retail areas, would be a major use in this district, except along Market Street.

Properties on or near Market Street, especially in the vicinity of the Civic Center and Van Ness station areas, would be expected to have new office and retail development. In the hotel area, construction of one or more major hotels may occur in the next several years, and efforts may be made to bring about an improvement in the declining entertainment function. The proposed requirement of conditional use approval for new parking lots would help to prevent further blight in this area. In the portion of Chinatown covered by this district a variety of commercial development may occur, and in the Portsmouth Corridor further new buildings are expected to be stimulated by redevelopment at the old Hall of Justice site and in the Golden Gateway.

C-3-S DISTRICT: DOWNTOWN SUPPORT

This district exists primarily to accommodate near the intensive downtown core areas important supporting functions such as wholesaling, printing, building services and parking. Motor vehicle access from freeway ramps to this district is good, and truck and automobile traffic is heavy; at the same time, the district is within walking distance of rapid transit on Market Street. In its eastern portion, the district also serves in part as an expansion area for offices, at a lesser intensity than in the Downtown Office district. The district has for the most part been underdeveloped in the past, and opportunities exist for major developments of new uses covering substantial areas.

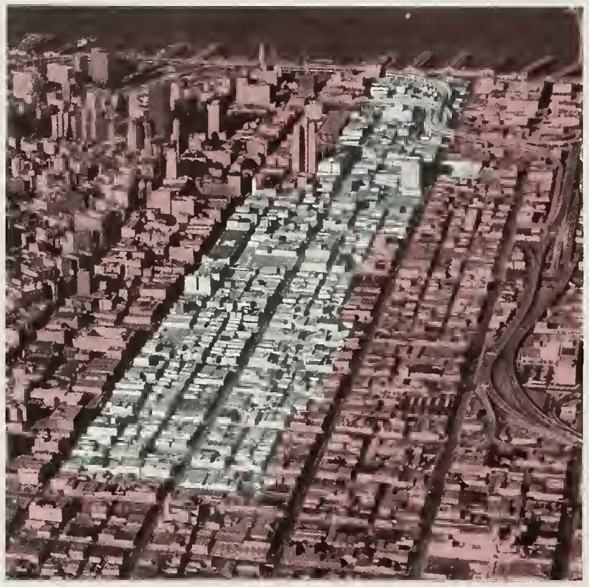
The office, retail and general districts would all extend somewhat further below Market Street than the present C-3 district, which is largely confined to the frontage of Market Street itself. South of these districts, a new downtown support district would run from The Embarcadero to Ninth Street, in a band approximately two blocks wide.

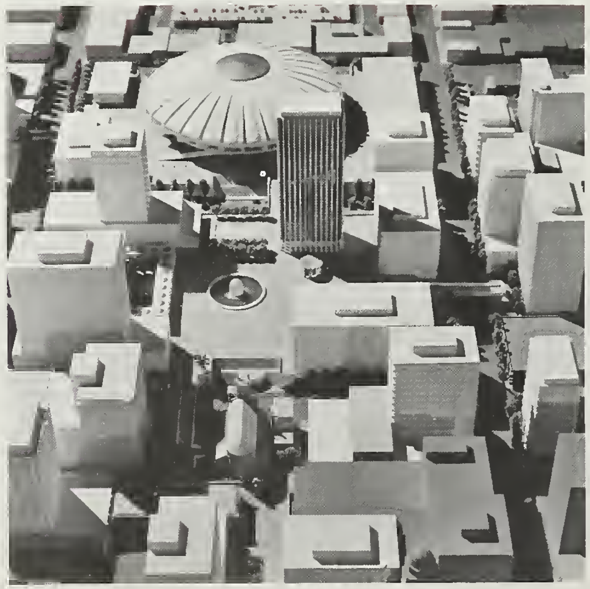
This is an area now mostly in the C-M zoning classification, a heavy commercial district which applies in several parts of the city. The area contains a variety of uses, many of which lend important support to enterprises nearby in other portions of downtown. Among these supporting uses are wholesaling, printing, building maintenance, contracting, automotive repair, trucking and parking. Significant changes in use will occur in the future, however, because the area is underdeveloped and is within walking distance of Market Street transit.

Under the provisions of the new downtown support district, the present heavy commercial and service uses would continue to be permitted, although certain manufacturing uses now permitted would not be allowed in the future. The maximum permitted building bulk would be similar to that now applying under the C-M district provisions, provided that bonuses were used.

As time goes on, major new developments may occur here, and these could be accommodated by the provisions of the downtown support district. They would include the Yerba Buena Center redevelopment project, an urban university campus if it were to be constructed here, and other developments, possibly even with residential buildings as conditional uses if a project were large enough to create its own environment. The development bonuses offered would permit moderate floor area ratios to be achieved in these projects, and additional flexibility would be possible under the planned unit development procedures now in the Planning Code.

The Yerba Buena Center project will provide an important anchor for future development in this district, and will help to encourage north-south movement. To the east of that project, the South of Market will become stabilized, and in that part of the district it is expected that new office development will occur, oriented toward freeway access, at a lesser intensity than in the main office district to the north.





One of the most important support district functions will be to provide parking facilities for the downtown core. Such facilities will be built on a commercial basis through public action and private initiative, and at individual building sites with some encouragement from the bonus system. Parking for each new or converted building, now required in the present C-M district, would no longer be mandatory in the new zoning district. This removal of the parking requirement would recognize the proximity of the Market Street transit line and the major parking resources already provided, and would help to stimulate both new construction and conversion of buildings.

TRANSPORTATION AND THE FOUR DOWNTOWN DISTRICTS

All four of the new downtown districts have the common advantage of easy access from the Market Street transit lines. Additional rapid transit may be built within the next decade to other parts of the city and to San Mateo and Marin counties. Downtown San Francisco will become increasingly oriented toward this type of transportation.

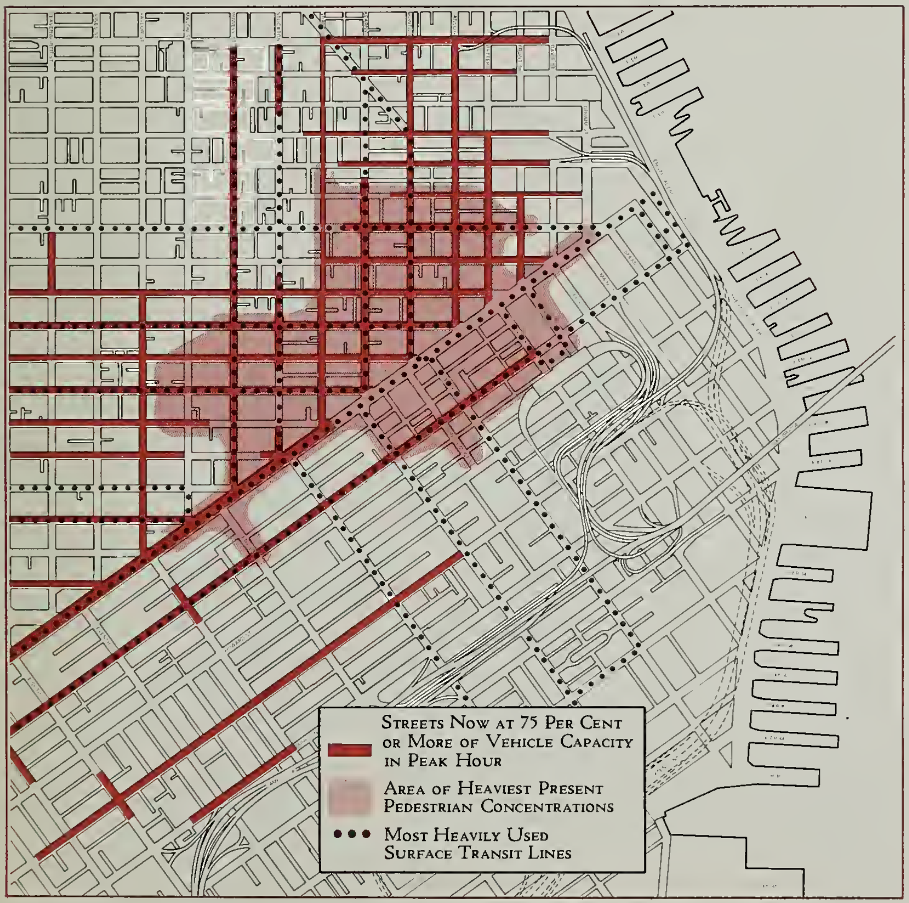
Downtown is also served by freeways and thoroughfares which bring in 240,000 automobiles with destinations in the general downtown area each 24 hours. During the day about one-fourth of such automobiles are parked in or near downtown for a long term (four or more hours), and the balance for lesser periods of time. Further growth in automobile travel presents dual needs for increased highway capacity and increased vehicle storage capacity downtown.

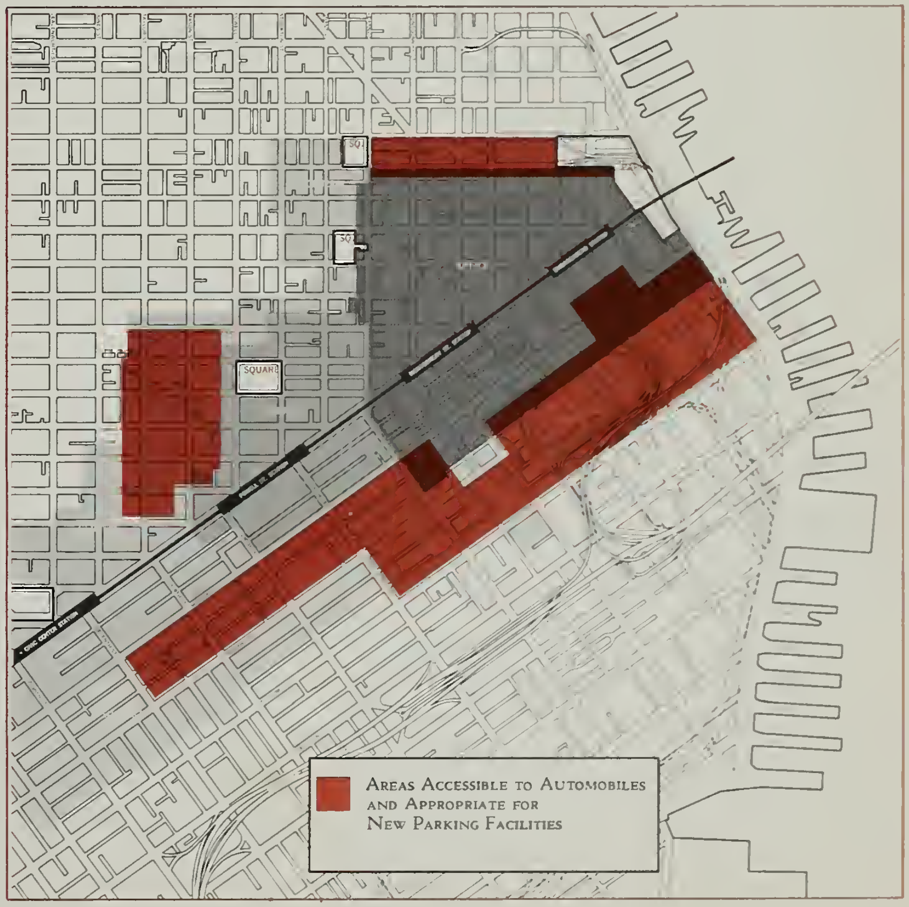
Parking facilities would not, however, be required for individual commercial buildings in any of the four downtown districts. Such indvidual facilities would be impractical in view of the intensity of development, and would in many cases be poorly located with respect to access streets. A better alternative is continuation of the present program of providing public garages, supplemented by privately-owned garages, at locations carefully selected in terms of their accessibility and convenience.

Nevertheless, the zoning ordinance can and should influence the provision of parking in certain ways, chiefly with respect to the concentrated downtown core. Many streets in the core are presently at or near their capacity in vehicles carried, leading to congestion both for automobiles and for surface transit. In the same area, motor vehicles must compete with high volumes of pedestrians. A further increase in congestion can be avoided in part by location of future garages on the periphery of the core rather than toward its center.

Therefore, the zoning provisions now proposed contain guidelines for the City Planning Commission in the selection and approval of future garage locations, either upon referrals from the Board of Supervisors in the case of public facilities, or under conditional use proceedings in other cases. These guidelines include the ease of access to the proposed facility from streets and freeway ramps, emphasis upon locations near or adjacent to areas of concentrated development in the office and retail districts but not within them, the service patterns of other forms of transportation, and minimization of conflicts with pedestrians. It is anticipated that the San Francisco Master Plan guiding the Commission will be amended to provide additional criteria for garage locations to serve downtown.

Within the concentrated core, new parking facilities would not be prohibited altogether. A limited amount of parking for building occupants, visitors and service vehicles is considered necessary in connection with any large building. The ordinance would permit, although not require, accessory parking in any building to the extent of seven per cent of the gross floor area of the building. Although past practice in provision of accessory parking has varied considerably, this seven per cent ratio corresponds to the quantity of parking now found in a number of downtown office buildings. It is equivalent to approximately one floor of parking in a 14-story building covering all of its site. In order to provide a certain latitude for small buildings, accessory parking for up to fifteen automobiles would be permitted for any building regardless of the seven per cent ratio.


Streets Now at 75 Per Cent or More of Vehicle Capacity in Peak Hour
Area of Heaviest Present Pedestrian Concentrations
Most Heavily Used Surface Transit Lines


Areas Accessible to Automobiles and Appropriate for New Parking Facilities

Building Bulk and Intensity of Development

The bulk of buildings and the intensity of downtown development were the foremost issues of public concern which led to the present zoning study. There had been a feeling that the floor area ratio and corner premium provisions of 1960 had been put into effect without full consideration of their implications for the future of downtown.

There was concern as to the manner in which the downtown area would develop in the present period of rapid growth. Specific comments were expressed as to the intensity of certain buildings being built or projected, the locations of other new buildings, and the possibility that more extreme examples might be seen in the future. In meetings of the City Planning Commission and Board of Supervisors, questions were raised as to whether permitted building bulk and intensity might be more closely scaled to the needs of each of the several sections of downtown, and whether bonuses might be offered for clearly beneficial building features as in the zoning provisions of other cities. These questions formed a basis for the kinds of investigation undertaken in this zoning study.

THE FLOOR AREA RATIO CONTROL

It has been determined in the study that the floor area ratio as a system of control should continue to be used. This is the system now in effect in most other major American cities, and it has proved workable over time. As a ratio of the total gross floor area in a building to the land area occupied by the building, the floor area ratio (F.A.R.) is a direct measure of the intensity of development, and permits close approximation of the number of persons who will occupy the building. The floor area ratio system is also readily adaptable to the use of bonuses for certain building features, with increased floor area awarded the developer as the features are provided. The bonuses are added to the basic floor area ratio to determine the maximum to which the property may be developed.

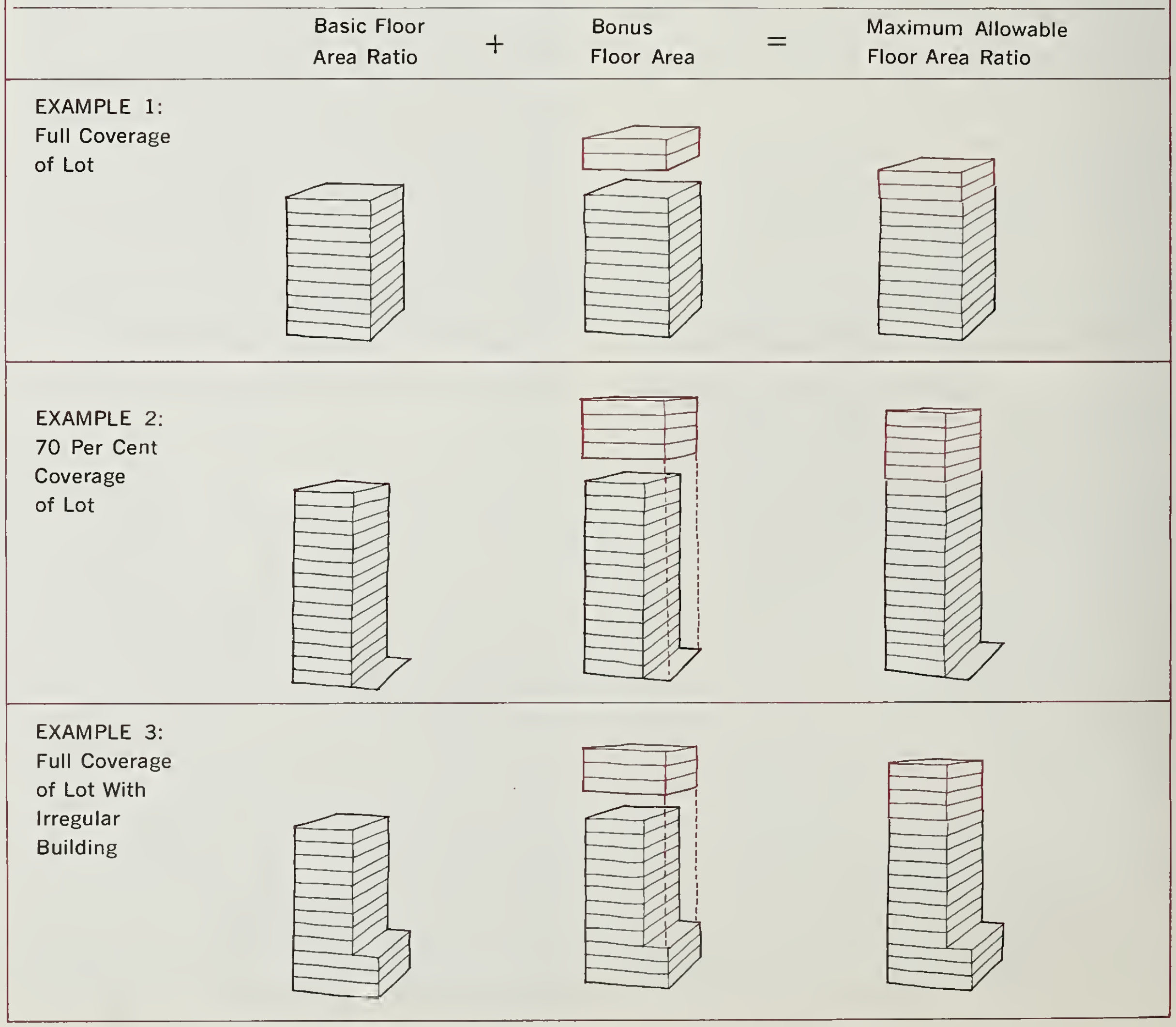
The floor area ratio is, therefore, a control applying to the intensity of development, rather than a limit on the height or the total size of a building. Height may increase as the coverage of the site is decreased, and the total building size may increase in proportion to the size of the site. Very large buildings may be built with relatively moderate floor area ratios, as shown in the accompanying tables.

Mere height of buildings is not the issue, and greater height may in fact have advantages to the city if it makes possible the provision of more open space at ground level, the penetration of light and air past the sides of the building to streets, and more openness and better views for occupants of the building. Flat zoning limits upon building height should be used only in areas where there is an overwhelming public need for preserving light to public open spaces, the scale and character of buildings, and views.

In the setting of maximum floor area ratios, the principal objective is to find an optimum level of intensity for efficient downtown growth. The total quantity of development should be unchecked, but the location and arrangement of that development should be influenced where necessary to maintain efficiency.

ILLUSTRATIONS OF FLOOR AREA RATIO

Examples With 10:1 Ratio


Basic Floor Area Ratio
+
Bonus Floor Area
=
Maximum Allowable Floor Area Ratio
EXAMPLE 1: Full Coverage of Lot
EXAMPLE 2: 70 Per Cent Coverage of Lot
EXAMPLE 3: Full Coverage of Lot With Irregular Building

SELECTED NEW YORK AND CHICAGO BUILDINGS OF EXCEPTIONAL SIZE

Building	Completion Date	Number of Stories	Gross Floor Area (sq. ft.)	Floor Area Ratio
NEW YORK				
Empire State	1931	102	2,074,000	25.0:1
Pan Am	1964	59	3,000,000	18.6:1
World Trade Center (group of buildings)	1970	5 to 110	12,000,000	17.2:1
Chase Manhattan Bank	1961	60	1,860,000	15.8:1
Rockefeller Center (group of buildings)	1932-40	6 to 70	6,056,000	12.0:1
CHICAGO				
First National Bank	1969	60	2,000,000	17.5:1
Merchandise Mart	1929-30	22	4,000,000	14.5:1
Prudential	1955	41	1,763,000	10.2:1
Civic Center	1965	31	1,166,000	10.2:1

SAN FRANCISCO OFFICE BUILDINGS 10 STORIES OR MORE BUILT SINCE 1955 OR NOW UNDER CONSTRUCTION

Building	Completion Date	Number of Stories	Gross Floor Area (sq. ft.)	Floor Area Ratio
Wells Fargo	1966	43	717,000	23.9:1
First Savings	1968	26	186,000	19.6:1
Foremost—111 Pine	1965	19	231,000	18.3:1
Equitable	1955	25	430,000	18.0:1
Hartford	1964	33	467,000	17.8:1
Bank of America	1969	52	1,771,178	17.7:1
Bechtel	1968	23	706,000	14.0:1
Insurance Center	1967	16	137,000	13.0:1
International	1961	22	270,000	12.7:1
Bank of California	1967	21	300,000	12.6:1
Hong Kong Bank	1965	19	119,000	12.0:1
Wells Fargo (Calif. St.)	1958-60	12	332,000	11.9:1
Federal Building	1963	20	1,219,000	10.7:1
Matson	1967	13	151,000	10.5:1
Fox Plaza	1966	29	310,000 (portion)	9.9:1
550 California Street	1959	13	206,000	8.4:1
Bank of America Processing Center	1960	10	504,000	7.8:1
John Hancock	1959	15	189,000	7.4:1
Standard Oil	1964	22	283,000	7.3:1
Insurance Securities	1959	14	283,000	6.8:1
350 Sansome Street	1952-63	10	138,000	6.0:1
Crown-Zellerbach	1959	20	341,000	5.9:1
Pacific Telephone	1964	13	429,000	5.1:1
Alcoa	1967	27	590,000	5.0:1
Jack Tar	1958	11	175,000 (portion)	3.4:1

CURRENT BULK PROVISIONS FOR DOWNTOWN COMMERCIAL BUILDINGS IN MAJOR CITIES

City	Estimated 1964 Metropolitan Population	Date of Current Downtown Zoning Provisions	Basic Floor Area Ratio	Mandatory Requirements For Certain Building Features	Floor Area Bonuses For Certain Building Features
New York	11,260,000	1963	15:1 (max. 18:1)	yes	yes
Los Angeles	6,674,000	1960	13:1	no	no
Chicago	6,591,000	1957	16:1	no	yes
Philadelphia	4,617,000	1962	12:1	no	yes
Detroit	3,914,000	1961	none	Building volume control	no
Boston	3,177,000	1963	10:1	yes	yes
San Francisco	2,894,000	1964	16:1	no	Location premiums only
Pittsburgh	2,368,000	1958	none	Height limit: 110 ft. or 10 stories	no
Washington, D.C.	2,323,000	1958	8.5:1	yes	yes
Baltimore	1,829,000	1962 (proposed)	8:1	yes	yes
Minneapolis	1,578,000	1963	14:1	no	yes
Seattle	1,178,000	1965	10:1	no	yes
Denver	1,082,000	1961	10:1	no	yes

CAPACITY FOR EFFICIENT GROWTH

At what floor area ratios will downtown growth be efficient? This question must be tested primarily in the office district, where development will and should be most intense, and where massiveness of buildings and congestion in the streets can become most critical. There are a number of approaches to the question, not necessarily incompatible with one another, all of which can contribute toward the selection of appropriate floor area ratio limits.

1. There is the possibility of no floor area ratio control at all, a situation which applied in San Francisco before 1960, with determination of maximum building bulk left to economics and the good sense of the developer. Such a course would allow complete freedom in investment and design, but if the office district further developed and intensified in current and future years without a bulk limit it would tend to become unbalanced and inefficient. Overloading of individual sites can create unwarranted monopolies in building space, to the detriment of development potentials in the remainder of the district. The result would be a paradox of high bulk and high value accompanied by sterilization of undeveloped sites.

In areas of excessive development, light and air to streets would be seriously impaired, the bulk of buildings would become psychologically oppressive, and damage would be done to the character and economic health of the community. At the same time, street and transit systems would become unnecessarily overloaded at certain locations. To illustrate the potency of office construction in producing pedestrian and vehicle traffic, one floor of office space covering a 113,000 square foot block north of Market Street (equivalent to one point of floor area ratio for the block) has the effect, under present conditions, of attracting each day approximately 550 employees, 230 building visitors, 85 automobiles of employees driven downtown, 90 other automobile trips to the downtown area, 15 truck trips to the block and 545 riders on public transit. To put these figures into further perspective, each may be multiplied by 45 to determine the effect of a single floor of offices covering the entire 5,153,000 square feet of land contained in the office district.

2. Another possibility in the setting of maximum floor area ratios is to base the limit for each property or each block upon an intensity of development found necessary for an adequate economic return. This is different from the first possibility just described, that of no maximum floor area ratio at all, only in that a limit would be placed upon the size of profits to developers and property owners. This approach would be overly restrictive to many properties in the sizes of buildings permitted and generous to others, and would be without a basis in planning. In addition, the approach would produce a complicated zoning map and would be based rigidly upon past expectations and present values rather than upon evolving development potentials.

3. The present average level of development in the office district is an equally unworkable gauge for the setting of floor area ratio limits for future development. The existing average for all sites in the district, developed and undeveloped, is a floor area ratio of 4.6:1. Such a ratio for future construction on undeveloped or underused sites would help to spread new development throughout the district, but would prevent efficient concentrations of space and make many sites unbuildable on the basis of present land values.

EXISTING SPACE IN THE PROPOSED OFFICE DISTRICT

	LAND AREA (SQ. FT.)	TOTAL GROSS FLOOR AREA (SQ. FT.)	GROSS FLOOR AREA IN OFFICES (SQ. FT.)	FLOOR AREA RATIO
Sites Susceptible to New Development	3,148,000	8,498,000	4,350,000	2.7:1
Sites Not Susceptible to New Development	2,005,000	15,419,000	13,874,000	7.7:1
Total for District	5,153,000	23,916,000	18,223,000	4.6:1

4. Relating available land to the anticipated future needs for space in the office district provides a useful, though not a conclusive, set of ratios. In a survey of all sites in the office district for the zoning study it was determined that on the basis of the age, size and condition of the present structures 3,148,000 square feet of land is presently susceptible to new development, 61 per cent of the total. Assuming a continuing high rate of construction at an average of 800,000 square feet of office space per year in the district, all space needs up to the year 1980 could be accommodated on these susceptible sites at an average floor area ratio of 5.2:1 for new construction, taking into account the old office space removed in the course of construction. Carrying this computation to the year 2000, without any cyclical drops in the rate of construction, the space needed up to that time could be built on the susceptible sites at an average floor area ratio of 10.3:1. With these quantities of office space built, the average floor area ratio for the entire district would reach 5.8:1 in 1980 and 8.9:1 in 2000.

5. Floor area ratios of existing high-intensity development are also not a sufficient guide in themselves. The office district survey just described showed that in the 16 blocks in the intensive heart of the district the average floor area ratio of all buildings now is 7.5:1, and the average for buildings not susceptible to removal in the near future is 10.3:1.

The 18 major office buildings constructed throughout the office district since 1955 or now under construction average 12.6:1 in floor area ratio. Even this average is, however, not a meaningful ratio for maximum development, since development should occur at a higher level on sites which can accommodate high building intensity, provided certain efficiencies and amenities can be maintained.

6. Another measure to be considered is the 16:1 maximum floor area ratio now in effect in the C-3 district. This ratio, together with the present 25 per cent premium for corner sites, have been relied upon in some recent construction and in buildings now being planned. Clearly, an over-all average development level of 16:1 or higher for the entire office district would not soon be achieved either with or without floor area ratio limits, since many constraints other than zoning apply to individual sites and since the total demand for space will not be great enough to generate such a large volume of construction. For purposes of illustration, however, if the entire district were developed uniformly at a floor area ratio of 16:1, this would amount to a total of 82,448,000 square feet of office space capable of holding over 400,000 employees. Such figures would represent an increase to nearly five times the present floor space and employment in offices. The transportation facilities needed to carry that number of people into or out of the downtown area in one hour would be extensive: either 110 lanes of new freeways, or five new rapid transit systems with a capacity equal to that of BART, or some combination of the two; in addition, pedestrian and vehicular congestion would require increases in sidewalk capacities and possibly a complete separation of pedestrian and vehicle movement.

7. The foregoing does not necessarily prove that an average permitted floor area ratio of 16:1 for new construction is excessive, despite the scope that it allows. The true test is whether 16:1 or some higher or lower basic limit must be established in order to encourage development that will produce the desired efficiency and amenity in the office district for the quantity of growth that will in fact occur.

In order to work toward these objectives, it is necessary to institute a system by which positive inducements may be offered to the developer to shape his development in a way that will permit high density to be achieved. It is apparent, therefore, that current building practices and the related factors of cost and technology must be considered, and that a range of floor area ratios based upon such inducements must be substituted for the single 16:1 ratio now in effect.

A WORKABLE BONUS SYSTEM

It was an early conclusion of the study that floor area bonuses should be extensively used to encourage certain building features producing public benefits. The alternative, which would be mandatory requirement of these same features, was considered overly restrictive as to investment and design. The study was therefore opened up to consideration of all possible bonus attributes.

In this respect the investigation of zoning techniques used in other major cities was particularly instructive. It was found that bonus systems have been successful in these other cities only when certain rules have been observed:

1. The purpose of each bonus should be clear from the manner in which the provisions are drafted, and each building feature for which a bonus is given should be specifically suited to the needs of the city and of the district in which the building is located.

2. The quantity of bonus floor area that is given for each building feature provided must be properly scaled. If this quantity is not great enough, the desired building feature will be economically infeasible for the developer and will not be provided. If the quantity is too great, or if there is no upper limit for the bonus where a sliding scale is used, the additional floor area allowed will be out of proportion to the public advantages of the feature provided. This rule is important for any single bonus, and also where two or more bonuses are used in combination.

3. The basic permitted floor area ratio, without the use of bonuses, must not be so high that the bonuses will rarely, if ever, be used. A basic ratio that is too high removes the incentives and renders the system ineffective.

From these rules it is apparent that there are four steps involved, to be taken in the following order: First, the public purposes for which bonuses are to be given must be established. Second, bonus features must be selected which will help to achieve these purposes. Third, the quantity of floor area to be given as a bonus for each feature must be individually scaled so as to provide an economic incentive to the developer and be consistent, at the same time, with the amount of public advantage afforded. Finally, with the necessary ranges of bonus floor area known, the basic floor area ratio without bonuses can be determined.

A. ESTABLISHMENT OF PURPOSES FOR THE BONUS SYSTEM

As the study progressed it appeared that there were five main public purposes for which bonuses could be offered:

1. Good access to the building, and improvement of access to other properties in the area, from the various means of transportation feeding the downtown area.

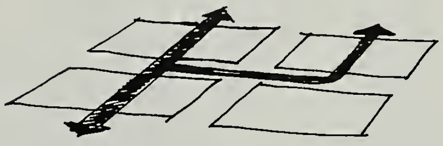
2. Improvement of pedestrian movement into the building, along the street and between streets.

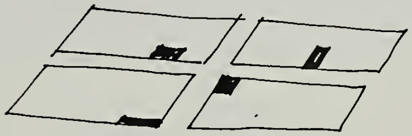
3. Provision of pedestrian amenity by means of ground level open space.

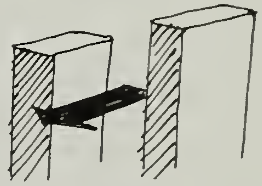
4. Arrangement of the building so as to provide light and air to streets.

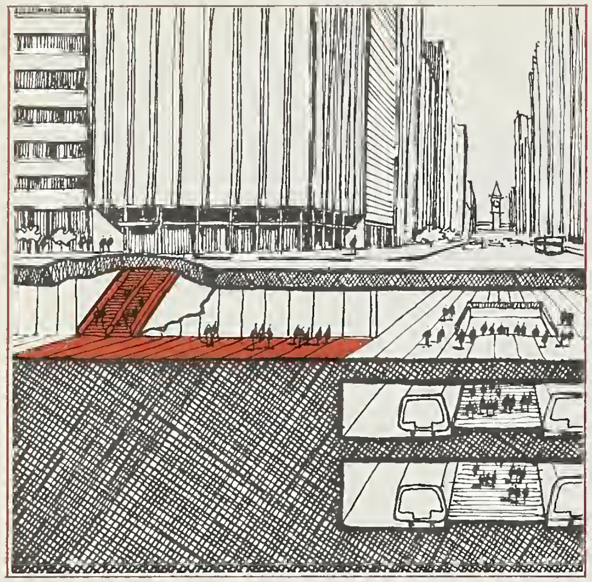
5. Protection and enhancement of views.

Under these purposes, most bonus features provided by the developer could be expected to be found at one of three locations: either at ground level around the base of the building, just above or below ground level where movement of persons could be facilitated without the use of streets, or at upper levels where there would be certain effects upon the shape of the building. In some cases, also, a premium might be awarded based on the location of the new building, since locations with the best accessibility may be appropriate for higher intensities of development.









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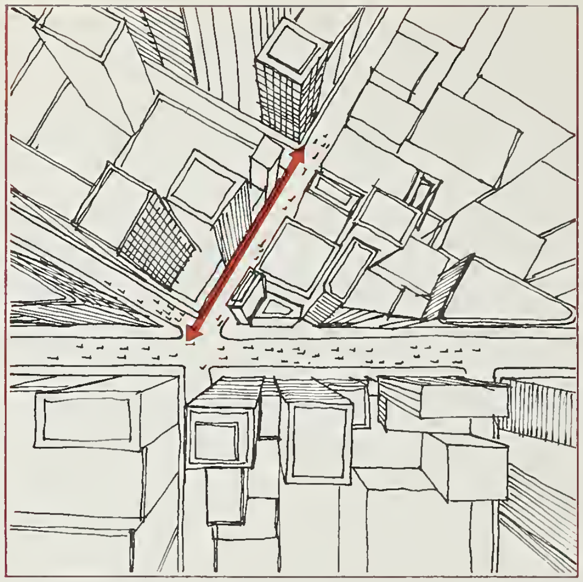

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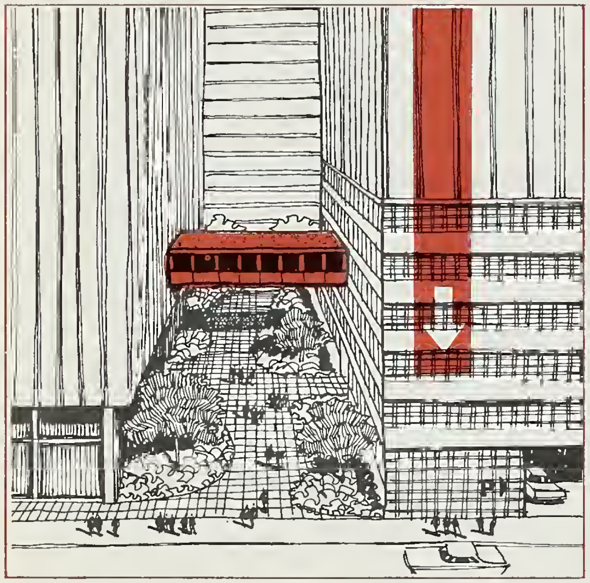

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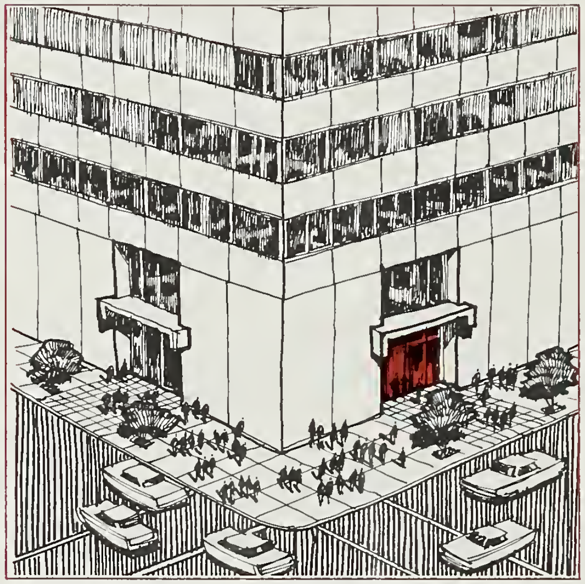

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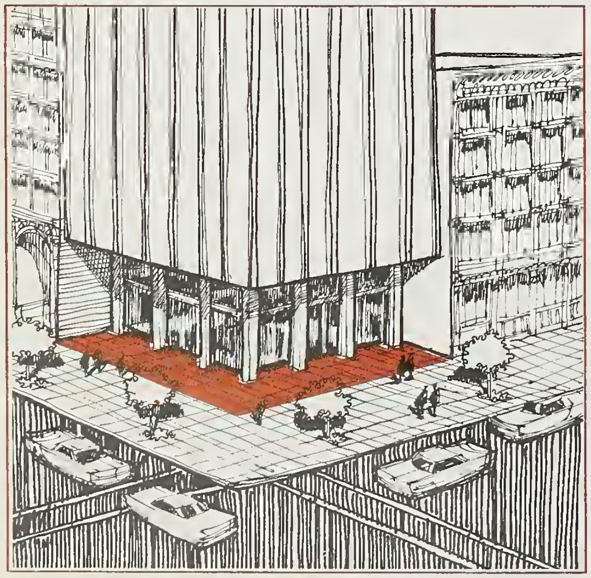

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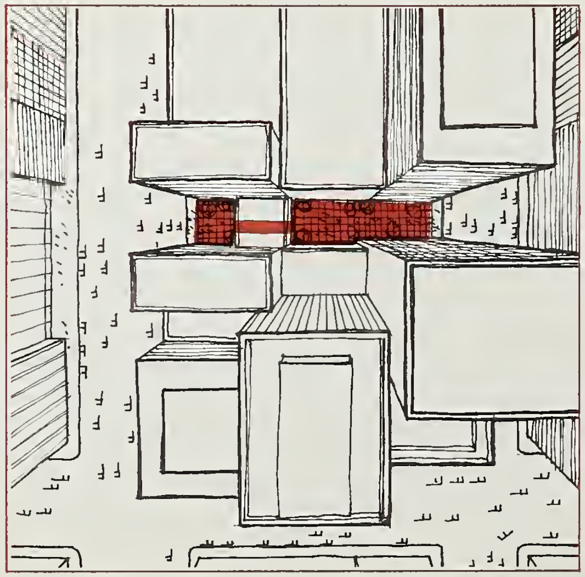

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B. SELECTION OF BONUS FEATURES

Building plans, both actual and hypothetical, were examined, the bonus provisions of other cities were reviewed, and architectural and economic principles were considered. All possible bonus features were listed, and many were rejected before a final list was developed. The final list was then drafted in the form of actual ordinance provisions.

The bonus features selected, listed according to their primary public purpose, may be described as follows:

Accessibility

1. *Rapid transit access* directly from the site to the mezzanine of a regional or city transit station, with this access constructed by the owner on private property, clearly marked and open to the general public during normal business hours.

2. *Rapid transit proximity,* for sites other than those having direct rapid transit access, with the largest bonus (a location premium, in this case) given for sites adjacent to the station mezzanine and a lesser bonus given as walking distance increases, up to a maximum distance of 750 feet.

3. *Parking access,* as a direct pedestrian link from the building to a parking structure provided on the same site or adjacent to it, if the parking is located elsewhere than in the area of concentrated development of the office and retail districts.

Pedestrian Movement

4. *Multiple building entrances* at least 50 feet apart, connecting to the same street or to different streets, to reduce in size the interruptions to sidewalk movement caused by large numbers of persons entering and leaving a building at any one point.

5. *Sidewalk widening* inside the property line for the full width of the building, by means of an arcade, cantilever, plaza or setback, to allow additional width for pedestrian movement along the street. The amount of bonus would increase with the width of the arcade or other feature, up to a maximum of 30 feet of creditable width on private property.

6. *Shortening walking distance* from one public street to another, by use of a plaza, arcade, setback or passageway inside or outside the building, open during normal business hours, to relieve sidewalk congestion and add to pedestrian convenience. The amount of bonus would be proportional to the amount by which the walking distance between streets was shortened.

PEDESTRIAN AMENITY

7. A *plaza,* beyond the depth from the street at which a sidewalk widening is credited, accessible to the general public from a street or passageway and serving as a rest area and ground-level open space with a minimum horizontal dimension of 30 feet. Up to two-thirds of the plaza area could be occupied by benches, planting and other such features.

LIGHT AND AIR TO STREETS

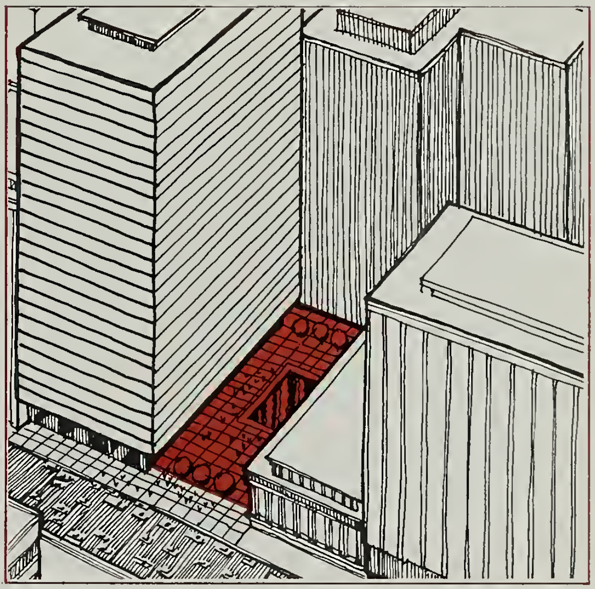
8. A *side setback* of the building, beginning at or below a height of 40 feet above the street and extending the full depth of the lot. The bonus would increase in proportion to the width of the setback, from a minimum width of 20 feet up to a maximum of 50 feet. This bonus would not apply to a setback at the front or rear of a building, where the opportunities for light and air penetration to both the street and adjacent properties are not as great as at the side of the building.

9. *Low coverage at upper floors,* above a height of 80 feet, permitting light and air penetration, with the exact shape and siting of the building to be determined by the developer. This bonus would be an alternative to the side setback bonus, and would be given where the upper floors were set back at least 20 per cent of both lot dimensions, increasing as the setbacks increased up to a maximum of 50 per cent of both lot dimensions.

VIEW PROTECTION AND ENHANCEMENT

The feature listed as Item No. 9 would also provide a limited type of view protection, since the effect would be to encourage slender towers spaced a certain distance apart, and these towers would be less of an interruption to views than more massive structures placed closer together. More direct measures for control over the shape of buildings at upper floors were considered in the study but rejected as impractical.

10. An *observation deck* or other public space provided at a height of at least 20 stories above street level, at which the view from the building could be made accessible to the general public during daytime and evening hours. (In addition to the floor area bonus, a further incentive would be given by excluding this space in computing the gross floor area of the building for floor area ratio purposes.)



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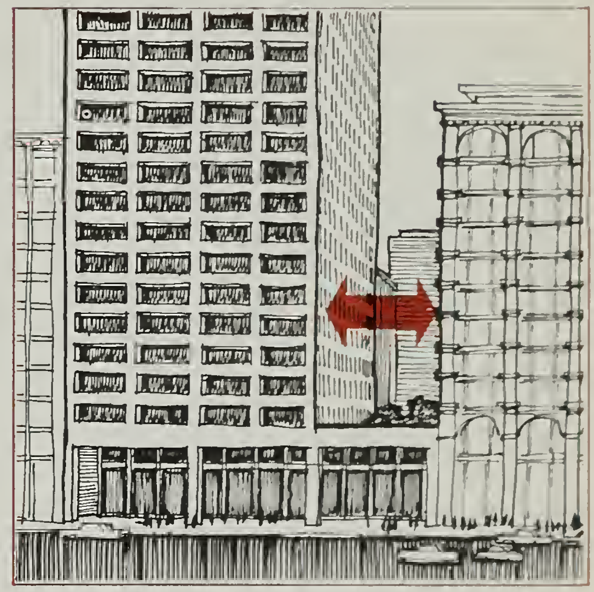

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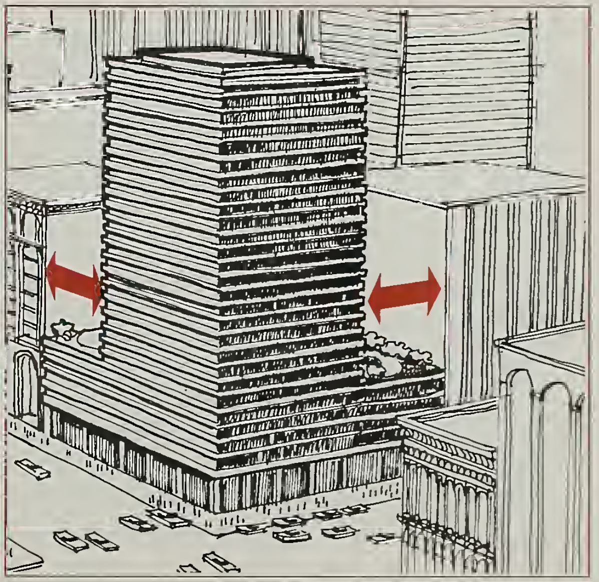

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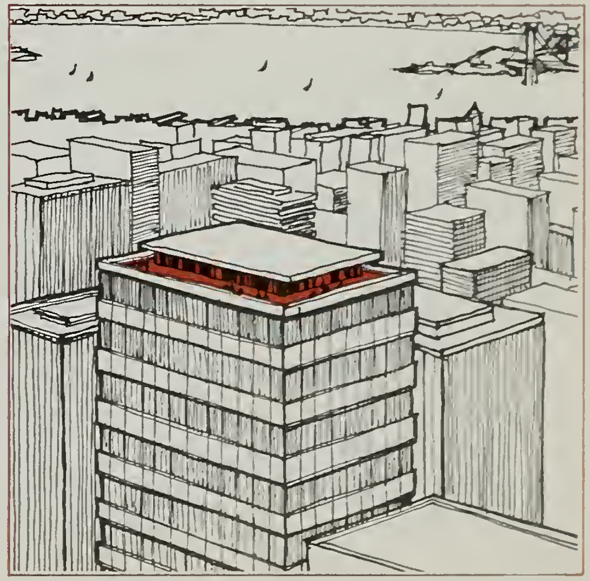

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C. SCALING THE QUANTITY OF EACH BONUS

With the bonus features selected, the next step was to assign the quantity of bonus floor area to be awarded for each feature. In most cases the bonus floor area was to be in proportion to the amount of the feature provided, with a certain number of square feet of gross floor area added to the building, for example, for each square foot of plaza. It was also necessary to set a maximum of floor area increase for each type of feature.

Initially, the quantity of each bonus was tentatively put down on the basis of a ranking of the public benefits that would appear to accrue from each feature provided. These tentative figures were then subjected to economic analysis, using a special consultant in building economics for this purpose. This analysis was made to assure that the amount of bonus given would offer a true incentive to the developer to provide the building feature in question.

The economic analysis was performed in terms of ranges of income and costs. It considered the rentals and operating expenses of the floor space added by each bonus, and capitalized a net income to determine the value of the added space. Construction costs and vacancy and efficiency factors for the added space were considered and the costs of providing the desired building feature were also incorporated. These figures were then tested for various types of building sites to find the bonus levels at which the new space would produce a clear advantage to the developer. This clear advantage was taken as the level at which the new space would produce a return either one and one-half times or two times as high as the normal rate of return postulated for the rest of the building. This testing considered the various types of bonus features both singly and in combination.

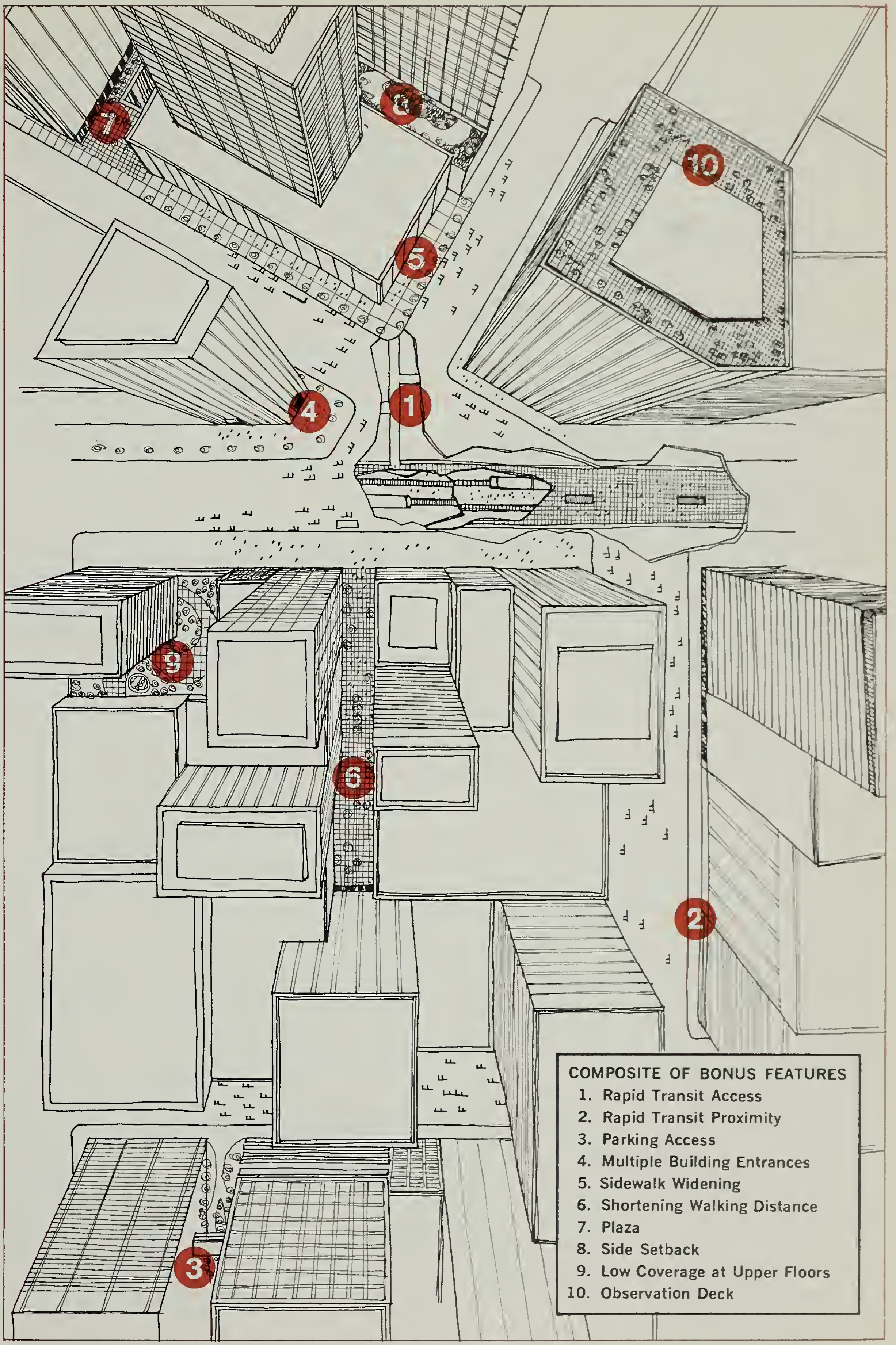
To simplify this analysis and keep it conservative, certain types of advantages to or purposes of the developer in providing the building features were not included. Among these are the prestige value for a headquarters firm of having these features, the higher rentals that may be expected where such features are provided, and the civic sense of the developer. These motives had already caused some of the features to be provided in San Francisco, without the incentive of bonuses. However, the true test of a bonus system is in more conservative economic terms.

The economic analysis resulted in an increase in the quantity of bonus floor area previously established for a number of the building features; it did not result in the lowering of any of these quantities, since the ranking of bonus features had already been found justified on the basis of public benefits. Therefore, both the estimates of public benefits and the economic analysis were independently controlling.

At this stage the practical effects of the bonuses were further tested, this time using a large number of actual buildings and sites. The result was the further upward adjustment of several bonuses.

QUANTITY OF BONUS FLOOR AREA FOR EACH BUILDING FEATURE PROVIDED

Building Feature		Unit of Feature Upon Which Bonus Is Based	Square Feet of Bonus Floor Area Per Unit of Feature				Maximum for This Bonus (Per Cent of Basic Allowable Gross Floor Area)
			Downtown Office District	Downtown Retail District	Downtown General Commercial District	Downtown Support District	
1. Rapid Transit Access	Larger of these two bonuses applies	Provision of direct access to station mezzanine	20% of basic allowable gross floor area (⅓ less if station is for city transit only)				20
2. Rapid Transit Proximity		Each linear foot by which walking distance to station mezzanine is less than 750 feet	50 (⅓ less if station is for city transit only)	40	40	40	10
3. Parking Access		Each automobile parking space to which direct access is provided	100	100	100	100	5
4. Multiple Building Entrances		Each principal entrance to the building after the first entrance	10,000	10,000	7,000	5,000	5 (or one entrance, whichever is greater)
5. Sidewalk widening		Each creditable square foot of sidewalk widening area	7	7	6	4	15
6. Shortening Walking Distance		Each linear foot by which walking distance between streets is shortened	40	40	40	30	10
7. Plaza		Each creditable square foot of plaza area	10	8	8	6	15
8. Side Setback	Larger of these two bonuses applies	Each creditable square foot of side setback area	6	6	6	3	15
9. Low Coverage at Upper Floors		Reduction of both building dimensions by 20% or more of the lot dimensions	5% of basic allowable gross floor area for the first 20% reduction of building dimensions; 1% for each 3% reduction thereafter				15
10. Observation Deck		Provision of observation deck or similar high-level public space	10,000	10,000	10,000	10,000	Not Applicable



COMPOSITE OF BONUS FEATURES

1. Rapid Transit Access
2. Rapid Transit Proximity
3. Parking Access
4. Multiple Building Entrances
5. Sidewalk Widening
6. Shortening Walking Distance
7. Plaza
8. Side Setback
9. Low Coverage at Upper Floors
10. Observation Deck

D. MAXIMUM DEVELOPMENT WITH BONUSES USED

With all analysis completed, it was found that use of the established bonus levels would result in a total bonus increment for the best sites, where a moderate basic floor area ratio before bonuses was used, of about ten points of floor area ratio. For sites less well situated, where high density of development is less easily supported and the opportunity for provision of bonus features is less, the floor area increment would be lower.

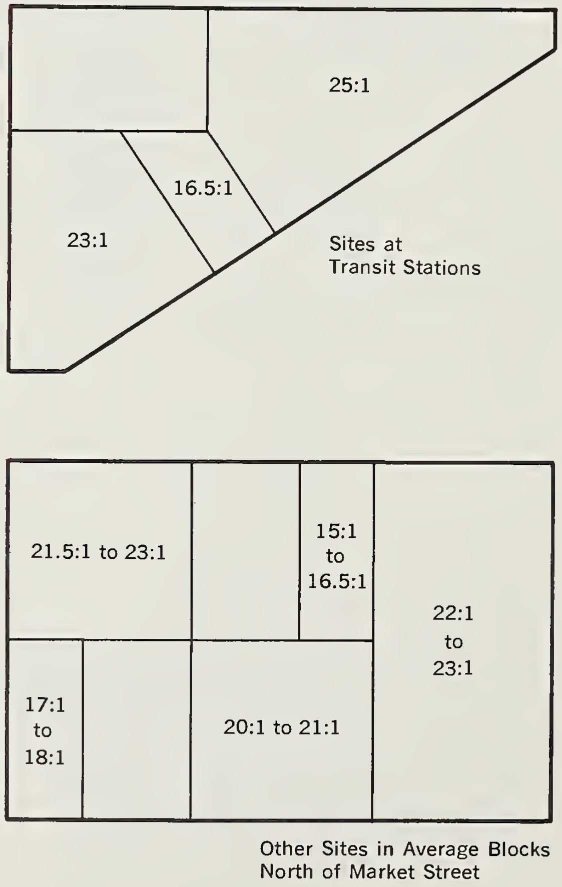
The final step was the selection of basic floor area ratios to which the bonuses were to be added. The first district considered was the office district, the boundaries of which had been established to define an area in which the highest intensity of downtown development was to be permitted. For this district, the possibilities were narrowed down to 12:1 and 14:1, with 14:1 finally selected as the ratio necessary to provide a substantial development potential for sites of all sizes throughout the district. A base of 14:1 in the office district would put the permitted densities within the range of actual buildings now under way or contemplated, and it was found that any higher basic ratio, when considered together with the bonus system as a unit, would render the bonus system ineffective.

Some buildings now under construction in the office district are in fact lower than 14:1, and for these the bonus system would provide no incentives. If the new basic floor area ratio before bonuses were as high as 15:1 or 16:1, further buildings could achieve the base level without provision of bonus features, and higher levels could be attained with only one or two of the features provided. If the base were higher than 14:1 and all bonus features were actually provided, the maximum development would reach approximately 30:1, a level at which the effects of the density added by the bonus system would not be counterbalanced by the public advantages of the features provided.

With a base of 14:1 used, maximum development could reach a level of approximately 22:1 to 25:1 depending upon the location of the site, higher than the 20:1 now set as a maximum by the C-3 regulations for corner locations and considerably higher than the 16:1 limit now applicable to noncorner sites. The difference between this and the present floor area ratio system would be the public benefits produced by the new bonus features as the intensity of a building is increased above 14:1. Maximum patterns of future development with the 14:1 base and the new bonus system are illustrated in the accompanying diagrams for possible sites in the office district. The highest densities would occur on the larger sites and those nearest to the Market Street transit stations. Corner sites would have an advantage over interior lots, since some bonus features would be more easily provided at corners. The differential for corners would be less than at present in C-3, however: whereas property within 125 feet of a corner now has a 25 per cent density advantage, under the new system the advantage would work out to about ten per cent. The present 25 per cent advantage for corner sites is unrelated to public benefits, and has a tendency to cause overloading of these sites and underdevelopment of interior sites. The new standards would provide a more suitable distribution of development potential between the two types of sites.

SCHEMATIC BLOCK DIAGRAMS: MAXIMUM POSSIBLE INTENSITIES OF FUTURE DEVELOPMENT

Maximum Allowable Floor Area Ratios in Office District with Basic 14:1 Ratio and All Applicable Bonuses Used



Sites having the fewest advantages under the new system would be unassembled lots at interior locations which are small in size, narrow in frontage and at some distance from rapid transit stations. It is probable that the physical constraints of these sites would tend to discourage development at higher than 14:1 in any case. To take special account of these sites, an "optional" floor area ratio system was considered, under which all properties in the office district would be permitted development at 16:1 regardless of the availability of bonuses to them. It was found, however, that such an optional system would negate the use of 14:1 as a basic floor area ratio, would discourage the provision of bonus features, and would be unjustifiable in planning terms.

Under a 14:1 basic floor area ratio and the new bonus system, the permitted floor area ratio for an average block north of Market Street with an average configuration of lots would be approximately 18.5:1 over-all, a level similar to that permitted under present regulations with the most favorable conditions. Although the new bonuses would alter the precise pattern of development, the new system would not reduce the permitted over-all intensity in the office district. As indicated earlier in this report, such a permitted level of development would readily accommodate the future building space needs in this district on sites susceptible to new development.

With the 14:1 base established for the office district, the base levels for the other three downtown districts were then developed, scaling down the maximum level and taking into account the present development and space needs of these districts and the workability of the applicable bonuses. The base figures selected were 10:1 in the retail district, 10:1 in the general district, and 7:1 in the support district. The highest permitted density of development in these other three districts, using the bonus system, would be about 18:1, 18:1 and 12:1 respectively. For average blocks with an average configuration of lots the over-all maximum floor area ratio would be about 13.5:1, 13.5:1 and 10.5:1 respectively. Actual development would be expected to be below these permitted levels in most cases.

DEVELOPMENT RIGHTS TRANSFERS AND OTHER BULK CONSIDERATIONS

As a corollary to the bonus system in the office district, the transfer of development rights between properties would be permitted. A developer could acquire from an adjacent owner, or from an owner of property across an alley, unused floor area on the other parcel equivalent to the difference between the existing floor area on that parcel and the total floor area permitted for that parcel under the applicable basic floor area ratio limit.

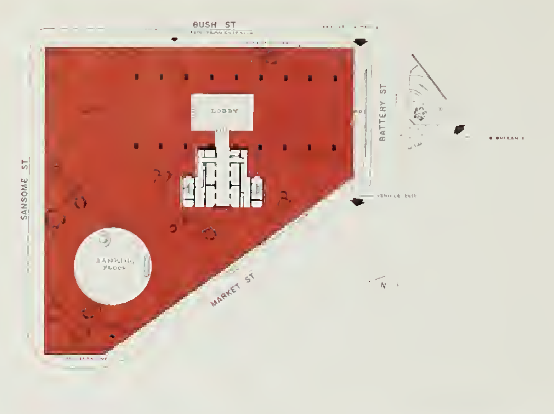
This type of transfer, usually not permitted under the floor area ratio provisions in other cities, is felt to have advantages in San Francisco in contributing flexibility to the actions of owners and developers in a given block, permitting the floor area ratio established for the office district to be more closely approached in actual development, and contributing to the retention of some lower buildings.

Such transfers, already permitted by administrative interpretation (except across alleys), would continue to be allowed by an explicit provision of the Planning Code for the office district where the need for such transfers is most critical, but would not generally be allowed in other zoning districts. The floor area transferred could not include any floor area available through bonuses, and the amount transferred would be limited to half the floor area permitted for the site from which the transfer was made. This latter limitation is needed in order to prevent stagnation of very small buildings and creation of unusable open lots in the office district. The transferable floor area would, therefore, be equivalent to a floor area ratio of 7:1.

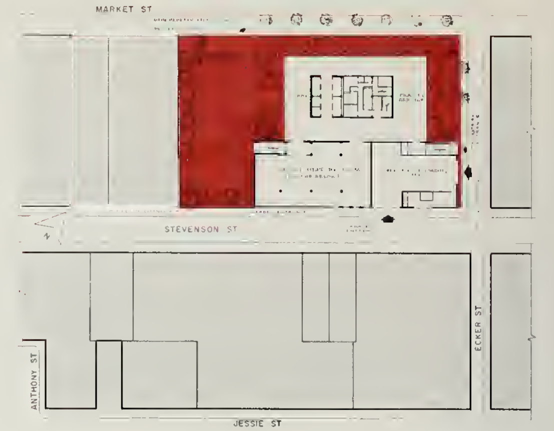
The limit of one-half the permitted floor area would not apply in one type of situation: where the property from which the transfer was made had been designated by the Board of Supervisors as a historical, architectural or aesthetic landmark, there would be no limit as to the amount of surplus floor area transferred. Such transfers would, furthermore, be permitted in any zoning district in the city. This would tend to encourage the retention of landmarks by realization of a portion of the development potential of the site through sale to adjacent properties.

In the writing of new floor area ratio provisions, the definition of gross building floor area in the Planning Code has been clarified, based upon an administrative bulletin already in use by the Department of City Planning. As a minor amendment, in order to assure that the floor area ratio will provide some ultimate control as to building volume, as well as intensity of use, a building with an unusually large average story height would be subjected to a different form of measurement. If the story height exceeded an average of 15 feet for the entire building, an additional story would be counted for each extra 15 feet (or fraction thereof) of total building height. Therefore, for example, a building 150 feet in height would be considered to have no fewer than 10 stories, regardless of the number of floors it actually contained. Such cases are expected to be confined to exceptional situations in which buildings are constructed to house mechanical equipment or industrial processes.

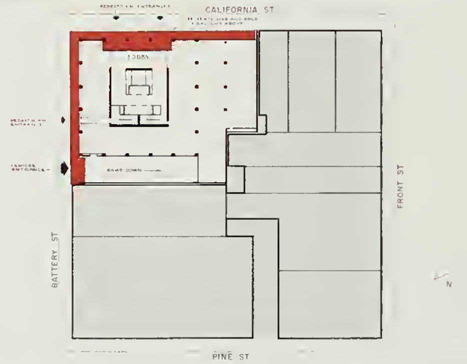
The new bonus system developed for the four downtown districts would not apply to zoning districts elsewhere in the city. The present system of corner and through lot premiums would remain in effect as to the other districts, where it applies mostly, when at all, to residential buildings.



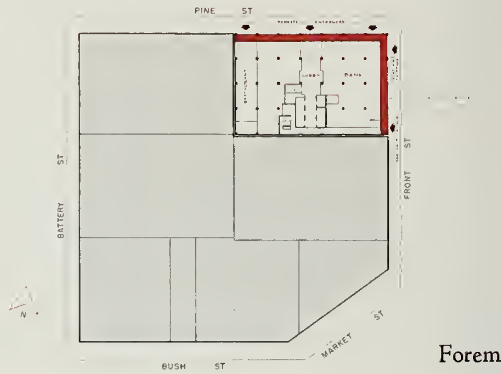
Crown-Zellerbach



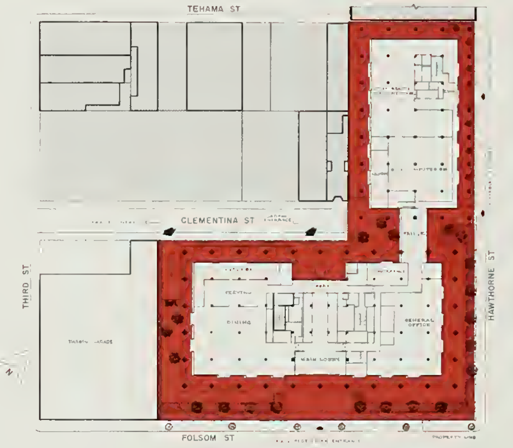
Standard Oil



John Hancock



Foremost–
111 Pine



Pacific Telephone

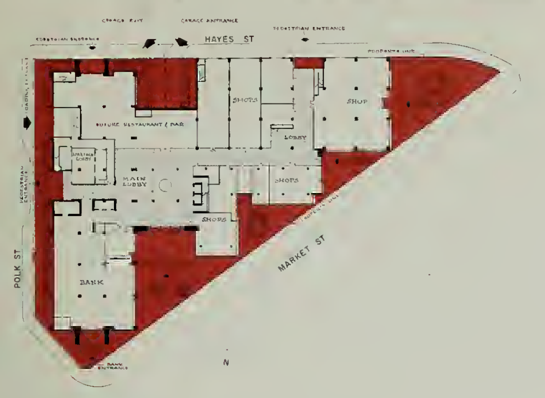
CASE STUDIES IN APPLICATION OF THE BONUS SYSTEM

The following table illustrates the application of the proposed bonus system to a number of downtown buildings recently built or now under construction.

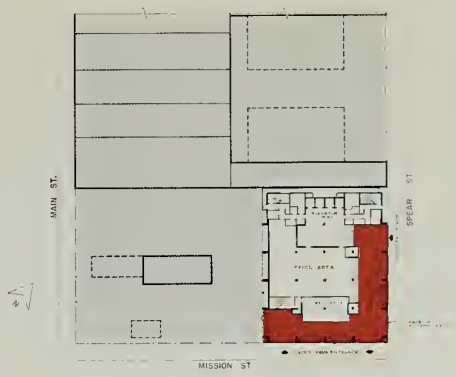
In each case the quantity of floor area built is compared with the quantity that could be constructed under the new bonus system with the features that have actually been provided in the design of the building. If other building features could have been provided with design changes not affecting the basic siting of the building (such as by widening the sidewalk or installing an observation deck), the bonuses for such features are also shown.

These examples demonstrate the range of building features for which bonuses would be given and the maximum floor area ratios that would apply in certain situations. Higher ratios could, however, be achieved in some cases where a building was designed specifically to take advantage of the bonus system.

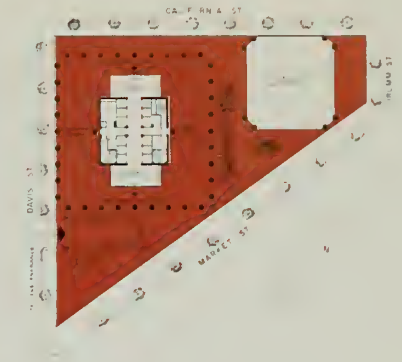
BUILDING		CROWN-ZELLERBACH
Completion Date		1959
Size of Site (sq. ft.)		58,038
Maximum Floor Area Ratio Presently Allowed (basic 16:1 plus corner and through lot premiums)		19.5:1
Actual Floor Area Ratio of Building		5.9:1
Maximum Floor Area Ratio with New Bonuses for which Building Design is Presently Eligible		18.8:1
Maximum Floor Area Ratio with All New Bonuses for which Building Design Could be Eligible, with Certain Design Changes Not Altering Basic Siting of the Building (bonus floor area figures appearing in parentheses below)		19.0:1
Proposed Zoning District for this Site and Basic Floor Area Ratio		C-3-O (14:1)
Basic Allowable Gross Floor Area (sq. ft.)		812,532
Square Feet of Floor Area Added by New Bonuses for Provision of Building Features (see pages 22-24)		
1. Rapid Transit Access	larger of these two bonuses applies	....
2. Rapid Transit Proximity		32,250
3. Parking Access		....
4. Multiple Building Entrances		30,000
5. Sidewalk Widening		....
6. Shortening Walking Distance		2,360
7. Plaza		121,880
8. Side Setback	larger of these two bonuses applies	......
9. Low Coverage at Upper Floors		91,006
10. Observation Deck		(10,000)
Total Allowable Gross Floor Area (sq. ft.)		1,090,028 (1,100,028)
Actual Gross Floor Area Built (sq. ft.)		341,000



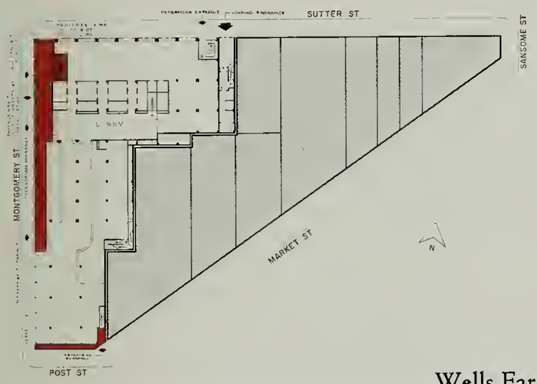
Fox Plaza



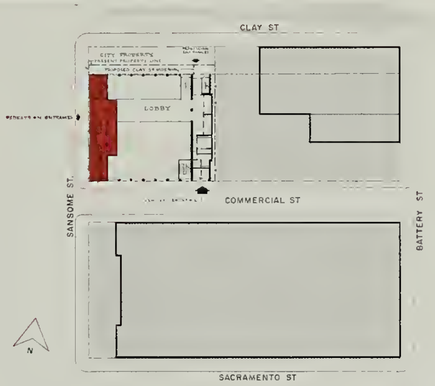
Matson



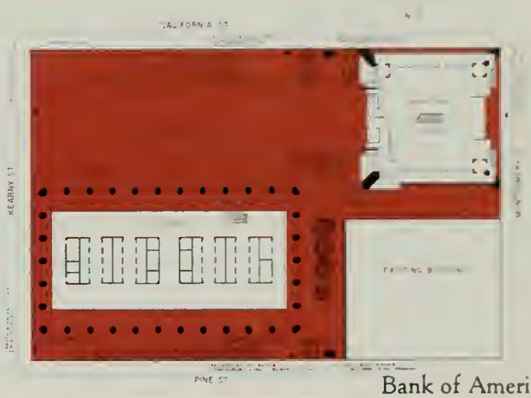
Mutual Benefit Life



Wells Fargo



Insurance Center



Bank of America

OHN HANCOCK	PACIFIC TELEPHONE	STANDARD OIL	FOREMOST—111 PINE	FOX PLAZA	WELLS FARGO	MATSON	INSURANCE CENTER	MUTUAL BENEFIT LIFE	BANK OF AMERICA
1959	1964	1964	1965	1966	1966	1967	1967	1968	1969
21,427	84,157*	38,750	12,605	63,250	30,025	15,125	10,537	43,874	114,210**
18.9:1	16.3:1*	17.0:1	19.6:1	18.6:1	19.1:1	19.6:1	20.0:1	19.6:1	18.5:1
7.4:1	5.1:1	7.3:1	18.3:1	9.9:1	23.9:1	10.5:1	13.0:1	12.9:1	17.7:1
17.3:1	7.7:1	17.4:1	15.5:1	13.0:1	16.9:1	15.5:1	15.1:1	18.6:1	17.6:1
17.3:1	7.8:1	20.9:1	18.9:1	13.1:1	18.3:1	16.4:1	16.3:1	20.7:1	17.8:1
C-3-O (14:1)	C-3-S (7:1)	C-3-O (14:1)	C-3-O (14:1)	C-3-G (10:1)	C-3-O (14:1)	C-3-O (14:1)	C-3-O (14:1)	C-3-O (14:1)	C-3-O (14:1)
299,978	589,099	542,500	176,470	632,500	420,350	211,750	147,518	614,236	1,350,081**
…………	…………	…………	…………	…………	84,070	…………	-	(57,197)	
…………	…………	35,750	18,350	11,880	…………	10,670	…………	24,700	
…………	5,500 (6,500)	…………	…………	31,625	…………	…………	2,000		
…………	15,000	20,000	…………	31,625	(10,000)	10,587	10,000	30,712	50,000
14,820	…………	3,255 (22,750)	(31,563)	2,520 (5,496)	2,100 (19,910)	(13,230)	(9,926)	30,695	(25,098)
560	32,880	244 (21,040)	278 (1,162)	18,080	720 (1,280)	1,640	(2,240)	20,480	42,680
…………	…………	(81,375)	…………	27,712	…………	…………	…………	11,770 (23,400)	239,841
55,530	9,114	…………	…………	68,400	…………	…………	.		61,050
…………	…………	73,238	…………	…………	…………	…………	…………	84,765	
…………	…………	(10,000)	(10,000)	…………	(10,000)	…………	…………	(10,000)	(10,000)
370,888 (370,888)	651,593 (658,093)	674,987 (810,152)	195,098 (237,823)	824,342 (829,838)	507,240 (548,430)	234,647 (247,877)	159,518 (171,684)	817,358 (907,955)	1,743,652 (1,778,750)
189,000	429,000	283,000	231,000	624,000	717,000	151,000	137,000	566,000	1,771,000

* Site includes an adjacent parcel now zoned C-M (9:1).

** Site includes existing California Commercial Union Building. Floor area of that building was subtracted to determine allowable gross floor area shown for Bank of America.

Special Areas

There are a number of areas in and near downtown, all within the scope of the Downtown Zoning Study, which have been found to require special zoning treatment. In many cases the need for such treatment has been expressed for some time. Proposals have been made previously for individual areas, and some of these have been adopted. In the present zoning study, all the special areas were considered together, and the following is a comprehensive series of recommendations for zoning treatment in all such areas.

San Francisco is very much aware of the special resources that are seen at these locations. They produce some of the finer urban variations in and near downtown, contributing interest, scale and economic benefits. In the present study it has been found that the areas listed here require either special districts to fit into the zoning scheme, or other zoning measures for special protection. These areas are shown on the maps at the end of this report.

Special Zoning Districts

With the four downtown zoning districts established, as described earlier in this report, the surrounding zoning needs could be more easily determined. It has been found that these needs can be accomplished without major changes from existing zoning provisions, but a smoothing of rough edges is needed to make the zoning map complete and rational. For the most part the existing zoning districts would remain, but in several areas special zoning districts would be required.

A. RESIDENTIAL-COMMERCIAL COMBINING DISTRICTS

There are three parts of the study area now especially characterized by mixed residential and commercial use. Residential uses are predominant, occupying the upper floors, with compatible commercial uses located at ground floor level tending to provide the services needed by nearby residents. It is recommended that these areas be given a new zoning designation permitting combined residential and commercial uses.

The largest area of this type is a portion of the south slope of Nob Hill, now zoned C-3 and located north and west of the new downtown general commercial district. This area is related to the main downtown areas, but does not function as a part of them. Presently, however, the C-3 designation here theoretically permits the same type of intense commercial development as in the downtown core.

This "midtown residential" area is an important housing resource for the city, containing the homes of nearly 14,000 residents, a large proportion of whom are elderly and many of whom have moderate or low incomes. The area has the advantages of convenience to downtown and favorable weather conditions, and can have an increased role in housing such persons in the future. Little construction activity has occurred here in recent years, and direct public action may eventually be required if

the area is to realize its potential. In recognition of the importance of the area, zoning can help to prevent the type of decay that has often befallen such housing areas near the downtowns of other cities.

The proposed zoning district would be designated R-5-C, and would combine the provisions of the R-5 (highest density residential) and C-2 (community business) districts. All uses permitted in R-5, including apartments, hotels, institutions and clubs, would be permitted on either the ground floor or the upper floor of a building. Commercial uses permitted in the C-2 district would also be allowed, but only on or below the ground floor. Such commercial uses would tend, as they do now, to serve the residential neighborhood, although the scope of the C-2 provisions is broad enough to include some uses serving a wider area. Parking lots would be permitted, but unless accessory to adjacent buildings these lots would require conditional use approval by the City Planning Commission.

Residential density would be the same as now permitted in C-3: one dwelling unit for each 125 square feet of lot area, with one-third greater density for efficiency units. The basic floor area ratio would be 10:1, identical to that in R-5, and also identical to that in the new downtown general commercial district but without the bonuses available in the downtown districts.

The second area recommended for R-5-C zoning, also adjacent to downtown, is the residential portion of the Golden Gateway. These blocks are now zoned R-4, and were made a planned unit development under present procedures in the Planning Code in order to permit commercial uses at ground level to serve the apartments. The development is in many respects a prototype for the new residential-commercial combining districts, although due to the scope of the project it is being built at only half the density that would be permitted at 10:1 for the R-5-C district in the midtown residential area.

The third area for which residential-commercial zoning is proposed is along Pacific Avenue from Polk Street to Powell Street. This street is now zoned C-2, but it is not predominantly a commercial street. Rezoning to a residential district would, on the other hand, be too extreme a change. The recommended district is R-4-C, permitting R-4 and C-2 uses on the ground floor and R-4 uses on upper floors, with the R-4 residential density and floor area ratio. This would correspond closely to the existing pattern of use on this street.

Residential-commercial combining districts could be used at other appropriate locations in the city, and the Planning Code amendments have been drafted to permit R-3-C and R-3.5-C combinations as well as the R-4-C and R-5-C categories recommended for the present study area.

B. SPECIAL USE DISTRICTS

Special use districts are employed where distinctions must be made on an area basis as to uses permitted and some other standards, but where the distinctions are not great enough to warrant creation of totally new districts. Special use districts are shown not on the basic zoning map but on a separate "overlay" map created for this purpose. The four special use districts recommended for the study area are:

1. Garment Shop Special Use District. This special use district is already in existence. It was created in 1960 to recognize areas in and adjacent to Chinatown in which small shops for the making of garments were being operated, employing residents of the immediate area. These shops, normally considered industrial uses, are now permitted by the special use district at locations where industrial uses would not otherwise be allowed. This special district appears still to be needed, and the present study recommends its retention.

2. Automotive Special Use District. Van Ness Avenue from the Civic Center to Sacramento Street, together with a section of Polk Street, forms an important center for the sale of automobiles and parts and for complete automobile repairs. These blocks are now zoned C-3 and C-M, districts which do not identify the special nature of the area and which classify the major automobile repairing widely carried on in the area as a nonconforming use.

A new special use district is proposed to give recognition to this area and to permit all types of automotive activities, including major automobile repairing and the wholesaling of automotive parts. Although the basic district for Van Ness Avenue and Polk Street would be C-2, this special district would permit these automotive uses in addition to C-2 uses. The basic floor area ratio would be 10:1, compared with 9:1 for the present C-M district and 16:1 for C-3.

There may in time be further change in the types of uses conducted in this area, tending away from automotive uses. Plans for Van Ness Avenue as part of the Western Addition Area 2 redevelopment project have not been settled. The proposed special use district would be flexible enough to accommodate a varied use pattern, although this district should be re-examined if a major shift in uses should occur.

3. Nob Hill Special Use District. A section of the R-5 district on Nob Hill is an area of city and world renown. It is unique in its present combination of buildings and uses. The R-5 zoning does not, however, take note of the distinctiveness of the area, and classifies as nonconforming uses some of the existing commercial facilities which are appropriate and incidental to hotel and institutional buildings. Under this inflexible zoning, for example, no restaurant serving the general public is permitted as part of a hotel.

The proposed special use district would not open the area broadly to commercial uses, but would permit buildings of a hotel or institutional nature, and garages for storage of automobiles in connection with them, when approved by the City Planning Commission as conditional uses, and would enable the Commission to permit commercial uses designed primarily for occupants of and visitors to a hotel or institutional use, if accessible to the general public only from within the building and not identified outside the building by means of signs.

In addition, a new building of any type exceeding a height of 160 feet would also require conditional use approval in this district, and in approving such buildings the City Planning Commission would be required to consider the relationship of the proposed building to the character of the area, the preservation of existing open spaces, and siting of the building so as to maximize its own view potential and that of other properties. Along the west, south and east sides of Huntington Square and on the east slope of Nob Hill below Powell Street, however, absolute height limits of 160 feet are proposed, as described below.

4. Washington-Broadway Special Use Districts. In an area extending from Washington Street to Broadway, and from Powell Street to Front Street, the present scale of ownerships and development, the types of uses and the levels of pedestrian and automobile congestion defeat the purposes that would otherwise be served by off-street parking requirements for individual buildings. Provision of many individual parking facilities would tend to draw further automobile traffic into the congested streets and might require the demolition of existing small-scale buildings which could instead be retained and converted to new uses.

This area, which is now zoned C-2, C-3 and M-1, and which would be all C-2 under the new districting, is proposed to have two special use districts. Both districts would exempt existing commercial buildings and new commercial developments from off-street parking requirements so long as the site involved did not exceed 10,000 square feet. For larger sites, on which new buildings of considerable size might be erected with large parking needs, off-street parking would be required. As activities in these areas further intensify, one or more public garages will be needed at peripheral locations.

In addition to the parking exemption, the special use district which encompasses Jackson Square would have provisions to accommodate the wholesaling that occurs in that area as a center for design and home furnishings. Wholesaling would be permitted in the special use district in addition to the uses otherwise permitted in C-2. The special district would be somewhat larger than the area presently devoted to these uses, in order to allow room for expansion.

For both of these special use districts, new parking lots would require conditional use approval, and uses of the drive-in type would not be permitted except for automobile service stations.

Areas for Special Protection

There are a number of other areas that should be specially recognized. In these areas, the issue is preservation of unique character and amenity. The means for such preservation is a series of special height limit districts.

A. CHARACTER AND SCALE: THREE AREAS

1. The Civic Center. In 1964, to prevent construction of tall buildings in the immediate vicinity of the Civic Center, special height limits were proposed by the City Planning Commission and enacted by the Board of Supervisors. These limits, set at 70, 80 and 120 feet for various locations, were based upon the need to maintain an openness in the Civic Center Plaza and a scale of new construction well related to the City Hall and other public buildings. The height limits enacted were considered satisfactory for these purposes by public agencies and by the private property owners involved.

The Civic Center height limits now in effect have been re-examined in the current study, and it is recommended that they be retained.

2. Jackson Square and North Beach. Also in 1964, height limits of 65 feet were enacted for the Jackson Square and North Beach areas. The Jackson Square height limit was intended primarily to assist in preservation of the scale of the area, characterized by century-old buildings which had been restored. The North Beach height limit, along the north side of Broadway, was part of a comprehensive series of height limits for the northeastern portions of the city, extending from this point over Telegraph and Russian Hills and westward to the Presidio. The primary purpose of these height limits was view protection. In addition to the 65-foot section at Broadway, there are also areas with limits of 40, 84 and 105 feet in the same vicinity.

It is recommended that these various height limits also be retained, and that they be expanded somewhat in area to include three blocks between the present Jackson Square height limit area and the Golden Gateway, additional properties on Kearny Street and Columbus Avenue north of Washington Street, and the south side of Broadway west of Kearny Street.

A height limit of 105 feet for several blocks in the northwest corner of the study area in the vicinity of Van Ness Avenue and Broadway, also part of the comprehensive 1964 view protection ordinance, would of course remain unchanged as well.

3. Grant Avenue. In a further action in 1964, the City Planning Commission recommended height limits for most of Chinatown. These height limits had been drawn up by a special advisory committee. They were based upon a recognized need to prevent intrusion of tall buildings upon the character and scale of Chinatown, and were also related to the traffic congestion in Chinatown streets.

For an area extending from Bush Street to Broadway and from Kearny Street to Mason Street, skirting the higher portions of Nob Hill at California and Sacramento Streets, the recommendation was for a height limit for each property equal to twice the width of the street at the front of the lot. These height limits were accompanied by recommended maximum floor area ratios for the area of 6:1, 7:1 and 8:1, depending also upon street widths. The height limits would have ranged from a minimum of 40 feet on narrow alleys up to 170 feet on the widest street, California Street.

These 1964 recommendations of the City Planning Commission, based upon the report of its special advisory committee, were not enacted, and it was determined that the question of height limits for the Chinatown area should be re-examined as part of the present zoning study for all of downtown.

Upon such re-examination, this study has concluded that direct efforts to maintain the character and scale of Chinatown should be confined in the new height limits now proposed to Grant Avenue alone, the symbol of Chinatown and the narrowest of its major streets. A height limit along this street of 88 feet, equal to twice the width of the street, is still deemed appropriate for Grant Avenue from Bush Street to Broadway. This height limit would be only four and one-half feet lower than the building recently completed on the east side of Grant Avenue between Clay and Washington Streets, and it would permit from six to nine stories of construction. Buildings of a height equal to twice the street width would maintain a certain scale in the street and permit light penetration. There would be no special limitations on floor area ratios in the area such as were proposed in 1964.

It should be noted that the height limits for the east slope of Nob Hill, described below, would also affect Chinatown. These height limits would in most cases be higher than those proposed in 1964. They would, however, have some effect in maintaining the scale of buildings in portions of Chinatown elsewhere than on Grant Avenue.

B. SKYLINE AND VIEW: NOB HILL

Height limits or other bulk controls for the east slope of Nob Hill have been suggested on many occasions. Such controls have been discussed in previous reports of this present study. The principal purposes of such controls are two: to maintain the notable views from Nob Hill, and to provide a visual separation between the towers of the office district and those on the top of Nob Hill. There is also the problem of steep grades, making automobile access to properties on the slope of the hill difficult.

It has been concluded in the present study that the only suitable bulk control would be a height limit. Various alternatives based upon the principle of spaced slender towers on the slope of the hill were tested, but it appeared that this principle would not work except where the largest sites were involved, and that the towers resulting under any conditions would neither preserve views nor provide a separation between the office district and the top of Nob Hill. The spaced tower principle was earlier considered in the 1963 study of height limits for the northeastern portions of the city, but was rejected in the report of that study as a means inappropriate to the protection of panoramic views of the Bay from hilltop points or the preservation of topographic forms.

The height limit recommended for the east slope of Nob Hill is 160 feet in the area bounded by Bush, Powell and Washington Streets and the rear line of the properties fronting on Kearny Street. North of Washington Street, the limit would be 105 feet, scaling down to the 65-foot limit in North Beach. Along Grant Avenue, the 88-foot limit designed for that street would prevail.

The limit of 160 feet would be sufficient to preserve views from buildings on the top of Nob Hill, and to provide a separation of the top of the hill from the office district. This limit would also permit buildings on the hillside, subject to the height limit, to take full advantage of the 10:1 floor area ratio applying in the downtown general commercial and R-5 districts. Only one building now existing on the east slope of Nob Hill, a 224-foot apartment house on Miller Place, exceeds the 160-foot limit, another on Miller Place is just within the limit, and two buildings planned on Stockton Street would each be approximately 160 feet in height. With the exception of two tall structures at the edge of the district facing St. Mary's Square, all other existing buildings are of lesser heights. Under provisions of the Building Code, 160 feet (and 13 stories) is the maximum for reinforced concrete construction. With steel frame construction, 160 feet could accommodate 16 stories. In the 105-foot district north of Washington Street, where no existing buildings exceed the proposed limit, 10 stories of apartment construction would be possible.

Enactment of these limits for the east slope of Nob Hill would complete a continuous pattern of height limits for view protection and enhancement of topographic form which began in 1964 with enactment of the height limits for northeastern San Francisco.

C. SUNLIGHT AND SCALE: FOUR SQUARES

1. Union Square. Height limits for the protection of Union Square were also recommended by the City Planning Commission in 1964, and these, too, were tabled pending the outcome of the full Downtown Zoning Study. These limits were designed to safeguard sunlight to this Square, highly significant to the amenities of the retail and hotel areas and important to the San Francisco image, and to maintain the scale of buildings around the Square. The limits recommended in 1964 were 105 feet for properties facing the Square, and 190 feet on the north side of O'Farrell Street to maintain a continuous plane for sunlight penetration.

When the 1964 proposal was tabled, the Board of Supervisors asked that the City Planning Commission review, through its discretionary powers under the San Francisco Charter, any buildings that might be proposed to exceed the 105-foot and 190-foot limits, pending the completion of the Downtown Zoning Study. In the intervening two years, no such buildings have been proposed.

Upon re-examination of possible height limits for Union Square, and further evaluation of the sunlight and scale problems, it is now recommended that the limits be 140 feet for properties facing the Square, and 225 feet on the north side of O'Farrell Street. Three buildings facing the Square, the I. Magnin store (142 feet), the Fitzhugh Building (135 feet) and the TWA Building (136 feet) are at approximately the 140-foot height, and these help to establish the present scale of the area. Only the St. Francis Hotel (186 feet) would exceed the proposed height limits.

2. St. Mary's Square. In recent years, many of the values held by other downtown squares have been lost at St. Mary's Square. The height limits proposed for Chinatown in 1964 would have applied to properties on this Square. Those height limits were not enacted, and further tall construction has occurred.

No height limits specifically for St. Mary's Square are now proposed. However, the 160-foot limit for the east slope of Nob Hill and the 88-foot limit for Grant Avenue would apply around the Square, and these limits would help to preserve such openness as still exists in this area.

3. Portsmouth Square. This Square is still capable of protection, offering full sunlight to those who use it, many of them nearby residents. Again, this Square would have received protection under the proposed 1964 Chinatown height limits.

The present proposals do not include height limits specifically for Portsmouth Square, but protection would be afforded by the 160-foot limit for the east slope of Nob Hill and the 88-foot limit on Grant Avenue. These limits would be sufficient to maintain sunlight penetration to a major share of Portsmouth Square during most seasons of the year.

4. Huntington Square. No previous height limit proposal has been made for Huntington Square, although study of such a limit was recommended in the 1963 *Downtown General Plan.* In the present study a height limit has been felt essential to preserve the openness of this one open space at the top of Nob Hill and the harmonious scale of the buildings surrounding it.

A height limit of 160 feet is recommended for properties facing the Square on the west, south and east, and up to and including the western portion of the Fairmont Hotel. The 160-foot limit corresponds to the height of the Huntington Hotel, and all existing buildings are within this limit, including the lower part of the Fairmont and the towers of Grace Cathedral. The height of 160 feet is the same as the limit proposed for the east slope of Nob Hill below Powell Street, and elsewhere on Nob Hill it would serve as a height above which the City Planning Commission would consider new buildings as conditional uses, as explained earlier in this report.

Off-Street Parking and Loading

OFF-STREET PARKING

Earlier in this report, policies for the provision of parking facilities were described, particularly as they relate to the core areas of downtown. Under these policies, major parking facilities would be located on the periphery of or outside the core, while accessory parking would be permitted within the core but limited in amount.

Off-street parking would not be required for commercial uses in any of the four downtown zoning districts, and the boundaries of these districts have been drawn in part in recognition of this fact. Outside these four districts, parking would be required for commercial uses as before under the Planning Code, with the important exception of the Washington-Broadway Special Use Districts described earlier in this report. One other exception would also apply: in the R-5-C district on the south slope of Nob Hill, an area previously zoned C-3 and therefore exempt from parking requirements, commercial uses with no more than 10,000 square feet of floor area would continue to be exempt from parking requirements, compared with the 5,000 square foot exemption applicable in other districts. This would accommodate the largest retail stores that would be needed for the convenience of residents walking from apartments in the immediate area.

For the creation of new parking lots in the office, retail, general or residential-commercial districts, conditional use approval by the City Planning Commission would be required. Screening with a solid fence, wall or evergreen hedge, up to a height of four feet, would be mandatory for these parking lots. These amendments would incorporate into the Planning Code provisions for the downtown area originally recommended by the City Planning Commission in 1962.

Off-street parking would be required for apartments everywhere but in the two most central districts, the office and retail districts, as shown in the summary tables at the end of this report. Surveys over the past several years have shown that while the provisions of the present C-3 district exempt downtown areas from all parking requirements for apartments, there is a certain level of automobile ownership among residents at all locations. Except in the core area districts, parking facilities adequate for these levels of ownership should be required with new apartment construction.

The present zoning proposals, therefore, follow the practice of other major cities in requiring some parking for downtown apartments. A sliding scale would be used, with requirements based upon the size of apartment units in the building, the nature of the area, and proximity to transit and to the center of downtown. These requirements correspond to the estimated needs for parking spaces in these areas to serve apartments of various sizes in new buildings, as shown in surveys and interviews. The requirements recognize that space for long-term curb parking in these areas is unavailable, and that commercial garages cannot be expected to accommodate the cars brought in by new apartment construction.

Although the C-3 exemption for parking in apartment buildings has been in effect for six years, it has not been a stimulus to downtown apartment construction. Of the three apartment buildings of appreciable size built in the C-3 district in that time, the two largest have provided parking facilities, and the third, built without parking, has brought protests from nearby property owners. It is recognized that parking is a factor increasing the cost of apartment construction, but some parking must be regarded as a necessity at any location.

In the drafting of revisions to the Planning Code pertaining to off-street parking in this study the Code sections on parking have been reorganized and clarified, and a number of general modifications have been written which have significance to all zoning districts in the city. The most important modifications are as follows:

1. A reduction in the off-street parking requirement for housing for the elderly to one-half the normal requirement of the zoning district. This is a long-needed change to recognize the lesser parking needs of such housing, and it has particular significance in the downtown area.

2. Allowance for compact automobiles in the layout of required parking in dwellings of 20 units or more, with one-fifth of the required spaces in such buildings permitted to be of compact size.

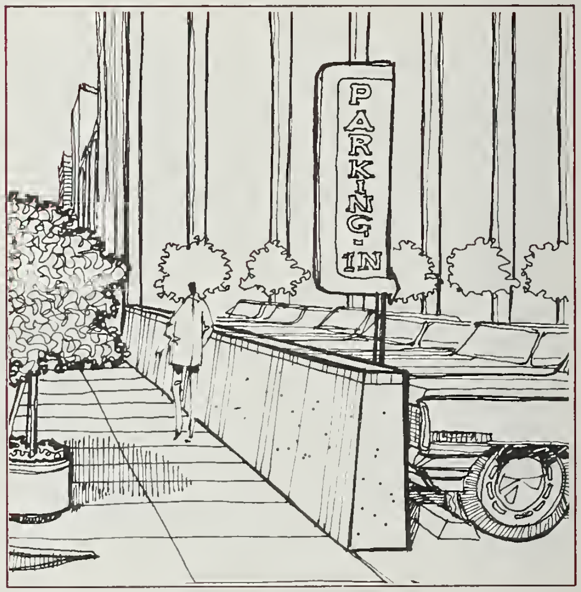
3. Liberalization of the provisions allowing joint use of the same parking spaces for two or more buildings having their parking needs on different days or at different hours.

4. Clarification of present provisions for certification by public agencies as to the availability of required parking spaces in public parking facilities, and addition of language to take into account special assessment districts that could be created to provide parking on an area basis.

5. Spelling out of present administrative rules as to determination of parking requirements in cases of conversion of a building from one type of use to another.

6. Revision and clarification of the standards for measurement of floor area where parking requirements are computed on the basis of the amount of floor area in a building.

7. Extension of screening requirements for parking lots to R-4 and R-5 districts. Previously these requirements have applied only in R-1-D through R-3.5 districts.



OFF-STREET LOADING

Unlike parking facilities, off-street loading facilities are now required in the C-3 district for the same uses and in the same quantities as elsewhere in the city. These requirements have been in effect since 1960.

There is a definite need for truck loading for any large building in any area. In some ways the need for off-street facilities is most acute downtown, where the number of truck trips is greatest, traffic congestion and pedestrian concentrations are most pronounced, and inefficient truck service takes a heavy toll in economic terms. Creation of further congestion and hazards through reliance on curbside loading for future large buildings, either with or without use of sidewalk elevators, should be avoided.

The off-street loading requirements presently in effect under the Planning Code for new buildings are oversimplified and incomplete in several ways. Correction of these defects would have some effect in all zoning districts in the city, although the greatest effect would be seen in the downtown area where the largest buildings are constructed.

1. The present loading requirements, applying solely to goods-handling uses (retail stores, wholesaling, manufacturing and the like), increase uniformly with the size of the building and do not take into account the declining ratio of need in larger buildings. As building size increases and more loading berths are provided, the use of the available loading facilities becomes more efficient. It is recommended, therefore, that in goods-handling buildings the requirement beyond the first 100,000 square feet of building size be reduced from the present one berth per 40,000 square feet of building area to one berth per 80,000 square feet.

2. The present requirements, although ambiguous in their wording, appear not to have been intended to apply to office buildings, which in the downtown area generate a great variety of truck trips at all times of the day. These vehicles are involved in the transfer of goods, servicing of offices, carrying of messages, building repair, and other important business. Where accessory off-street parking is provided in the building, some such vehicles can be handled in automobile stalls, but some larger berths are also needed, either within a garage area or with separate access. Zoning standards in other cities and available information for San Francisco show a certain relationship of office floor space to need for loading berths, with the ratio of need decreasing as the size of the building increases. A sliding scale of requirements is therefore proposed.

3. Where no off-street loading berths are required, as is true now in the case of office buildings, no City department has been able to apply minimum standards for the size of any loading berths that are in fact provided. The result is that many berths recently constructed are of inadequate size, and parked trucks extend onto sidewalk and street areas. Addition of requirements for office buildings will help to remedy this situation. Furthermore, the new standards will provide that access to loading berths must be from alleys rather than streets where this is feasible.

4. The present loading standards specify a berth of only one minimum size: 10 feet in width, 25 feet in length and 14 feet in vertical clearance. This uniform size has proved too large for most of the trucks required for smaller buildings, and too small for trucks serving the larger buildings. It is recommended, therefore, that two minimum sizes be specified: 10 by 25 feet with a 12-foot clearance for small buildings, and 10 by 35 feet with a 14-foot clearance for large buildings.

Although the standards of the Planning Code will provide off-street loading facilities for buildings newly constructed, efforts must be made through means other than zoning to improve the curb loading situation for buildings already existing without off-street facilities. Some means for improvement were outlined in the July 1966 report of the City's Transit Task Force entitled *Market Street Service and Delivery*. It may be possible to achieve greater efficiency through such devices as consolidation of deliveries, division of delivery territory, an increase in night deliveries, and police enforcement of curb restrictions. The zoning requirements for off-street loading will become effective only gradually as new buildings are constructed.

In the Downtown Zoning Study the loading and unloading of passengers was also considered, a problem especially significant for hotels and entertainment facilities. Off-street areas for such loading and unloading would do much to relieve street congestion. The problem is difficult to resolve, however, since the worst loading situations tend to occur at buildings with shorter street frontages, and in these cases off-street loading areas are impossible to provide. Much depends, in addition, upon traffic patterns and the conflicting needs of other nearby uses. Although off-street passenger loading areas are highly desirable, and some can in fact be provided on larger sites, no zoning requirement for such facilities is presently recommended.

PROPOSED STANDARDS FOR OFF-STREET TRUCK LOADING BERTHS

A. Retail Stores, Wholesaling, Manufacturing and Other Goods-Handling Uses

Gross Floor Area of Building or Use (sq. ft.)	Number of Loading Berths Required
0-10,000	0
10,001-60,000	1
60,001-100,000	2
over 100,000	3 plus 1 for each additional 80,000 sq. ft.

B. Offices, Hotels, Apartments and Other Non-Goods-Handling Uses

Gross Floor Area of Building or Use (sq. ft.)	Number of Loading Berths Required
0-100,000	0
100,001-200,000	1
200,001-500,000	2
over 500,000	3 plus 1 for each additional 400,000 sq. ft.

Minimum Size of Berths:

Where only one berth is required: 10 feet in width, 25 feet in length, and 12 feet in vertical clearance.

Where two or more berths are required: 10 feet in width, 35 feet in length, and 14 feet in vertical clearance.

Coordination With Downtown Public Programs

Zoning, in itself, is not an action program. It is, rather, a coordinator of public and private programs, serving as a practical instrument of overall planning. Zoning does not touch upon every city problem, particularly those that require nonphysical solutions, and it is not often a direct stimulus to development. It can, however, help to make public and private development programs more effective.

As a coordinator of programs affecting downtown, a good zoning plan can increase the effectiveness of development actions, both in themselves and in relation to other public and private development. Any development decision, public or private, can be better made in reliance upon protection of the future stability of an area, with knowledge as to the scope of future land uses and intensity of development.

In establishing a zoning plan, it was necessary to consider public and private programs either in progress, proposed or under study. Plans for private development were reviewed in the Downtown Zoning Study in all cases in which they were made known to the study team. The various public programs affecting downtown were also considered, and the relationship of those programs to the zoning proposals is outlined below.

In each case the zoning proposals are consistent at this stage with the public program in question. Except as indicated here, major zoning changes are not expected to become necessary in the coming years unless there is an unforeseeable and radical change in the nature of downtown development or an extensive public program not now contemplated. After ten to fifteen years have elapsed, however, the entire zoning plan should be re-examined on the basis of all the conditions then existing.

MARKET STREET

Concurrently with the installation of transit lines under Market Street by the Bay Area Rapid Transit District and the Municipal Railway, the City is proceeding with street improvements and the opening up of plazas in the station areas. The Downtown Zoning Study team has worked with the City's Transit Task Force staff and consultants, and the zoning proposals have been made consistent with the City's present objectives for Market Street design.

The zoning use provisions and the basic floor area ratios for the districts along Market Street will recognize the functional differences of the various sections of the street and of the transit stations, while the floor area bonuses for transit access and proximity to stations will help to encourage development along the transit spine. Other bonuses will encourage mid-block passageways and street arcades to ease pedestrian movements to and from Market Street.

Further zoning standards that would benefit Market Street planning are the requirement of continuous retail and consumer service frontage in the retail district from Kearny Street to Mason Street on Market; requirements for conditional use approval of parking facilities and screening of parking lots; and an exemption of properties on Market Street from off-street loading requirements if they have no direct access to alleys or to streets other than Market, in order to avoid the construction of driveways across the wide Market Street sidewalks.

Some reconsideration of zoning standards for Market Street may become necessary at a later time. Public plazas in the station areas may require special provisions to assure the most advantageous arrangement of buildings around them. Whether such siting can be accomplished through zoning or through some other means of public involvement will depend upon the manner in which the plazas are developed.

The same considerations might be extended to the whole length of Market Street within downtown. One possibility is a device to regulate the siting and shape of buildings along the south side of the street in order to permit penetration of sunlight to this increasingly significant downtown open space and transit and pedestrian concourse. Other possibilities range to mandatory building line or cornice line standards, or design review of individual building projects. These questions are bound up with the planning and design of Market Street, and may be resolved as that work is further advanced.

URBAN RENEWAL

The most significant public programs downtown, in terms of the amount of land area affected, are urban renewal projects. Renewal has been resorted to as a means of assisting private development processes within the projects and stimulating additional development in areas nearby. Several projects have thus far been approved on the edges of downtown, at locations that have in the past been characterized by blight and underdevelopment.

Zoning standards and districts recommended in this report are consistent with existing urban renewal plans. In some cases it may be desirable for all or part of a project area to be made a planned unit development under established Planning Code procedures in order to permit averaging of development over a broad area for zoning purposes. Such planned unit developments may be used outside of project areas as well, with all property owners in a block cooperating, and the same type of averaging may also be accomplished through agreements for transfer of permitted floor area between adjacent properties.

In the *Golden Gateway,* the residential blocks would be zoned R-5-C, a district conforming to the established design of commercial uses on the street level with apartments above. The commercial block on which the Alcoa Building is located would be in the general commercial district, and the four remaining blocks stretching to Market Street would be in the high-intensity office district; these developments, though demonstrating a number of the building features for which floor area bonuses would be given, would be built at considerably less than the basic floor area ratios permitted for these districts. The office and hotel towers contemplated would maintain a degree of openness from other parts of the office district to the Bay. Parking garages beneath these buildings would conform to the principle of automobile traffic interception at the periphery of the downtown core.

The *Yerba Buena Center* project is also consistent with the proposed zoning. This project would anchor the southwest corner of the office district, and span the retail, support and M-1 districts from Market Street to the James Lick Skyway. The maximum development prescribed in the redevelopment plan could be achieved under the zoning standards with the use of building features producing floor area bonuses. North-south pedestrian movement would be furthered by a system of malls, and parking garages integrated with the project would be well located at the periphery of the core.

The *Western Addition Area* 2 project has its eastern boundary at Van Ness Avenue, in recognition of the importance of this street to the environment and stability of the area further west. Renewal action on Van Ness itself is not of high priority within the project, but there are a number of possibilities for eventual development along the street. The zoning standards that are recommended will provide latitude either for intensification of present uses or for a change to offices, apartments or a variety of commercial uses.

The *Rapid Transit Corridor Study,* where it reaches into downtown, has opened opportunities for other renewal projects. One project already under way is for re-use of the old Hall of Justice site; here plans for a structure combining a hotel with restaurants, shops, a cultural center and possibly some other uses are in conformity with the proposed zoning standards for the general commercial district that would apply to the site. With the widening of Clay and Washington Streets, it would appear desirable that the existing project be extended through the Portsmouth Corridor to link up with the Golden Gateway; this extension would provide for improved pedestrian movement, further parking facilities at an accessible location, and a well-ordered transition from the office district to Jackson Square.

Other recommendations derived from the Rapid Transit Corridor Study could benefit residential areas downtown. In the commercial areas, one possibility of particular significance for the proposed zoning plan would be a program to assist in development of the area surrounding the new Powell Street station, especially to the north of the new station plaza. Such development could provide an anchor for a weak corner of the retail district and could incorporate needed parking facilities at this edge of the downtown core.

TRANSPORTATION

The zoning plan set forth in this report contemplates continued downtown growth, especially for certain types of space in certain areas, stimulated by private forces and public programs. With the zoning plan in effect, the directions of this growth may be somewhat more easily predicted.

Improved transportation is needed to accommodate this growth and to ease some present conditions of congestion. A number of programs for such improvement are under way, and in order to coordinate these programs and examine gaps in the system the Department of City Planning is now revising the Transportation Section of the San Francisco Master Plan.

It is apparent that continued improvement is needed in all modes of transportation, but that as downtown San Francisco and the Bay Area as a whole continue to grow there will be an increased reliance upon mass transit. Automobile travel will have less emphasis for new trips to work downtown but will continue to increase for other purposes in non-peak hours.

New parking facilities will be needed downtown to absorb increases in automobile trips resulting from downtown growth and to replace on-street parking and parking lots lost through construction of buildings. These facilities must be well located in relation to freeways and access streets, tending toward more peripheral locations as the core becomes more congested. Some increases in the capacities of highways and access streets may be required, to the extent that peak-hour automobile traffic is increased, and new internal means of routing vehicles may be needed in addition to the street cut-throughs already approved at Fifth and Seventh Streets across Market.

The greater part of new downtown development will, however, be offset by new transit. As this occurs, new transit stations will tend to be located in areas of established building concentration, or in areas where new development can be stimulated. In either case, the development bonuses under zoning for connection to transit stations and for transit proximity will add encouragement to development near the stations.

Projections to 1980 indicate a total of about 255,000 persons leaving downtown San Francisco in the critical afternoon peak hour, an increase of 75,000 over 1966. About half of these persons would be leaving the office district, and the balance would depart from more scattered downtown locations. As plans for increased transportation facilities are now developing, the following additions to afternoon peak hour capacity might be made available by 1980. Collectively, these could accommodate the projected increase in peak hour travel.

ADDITIONS TO AFTERNOON PEAK HOUR CAPACITY

Transportation Element	Net Addition to Capacity (persons)
Southern-Embarcadero Freeway, supplemented by Southern Crossing bridge (both approved)	12,000
BART line to East Bay (under construction)	33,000
BART line to Daly City (under construction)	33,000
Muni Twin Peaks subway line (under construction)	10,000
Muni Richmond and Sunset subway lines (proposed)	16,000
BART or SP extension, or other West Bay Transit service to Peninsula (under study)	9,000
Transit or water carrier service to Marin County (under study)	7,000
TOTAL	120,000

THE CIVIC CENTER

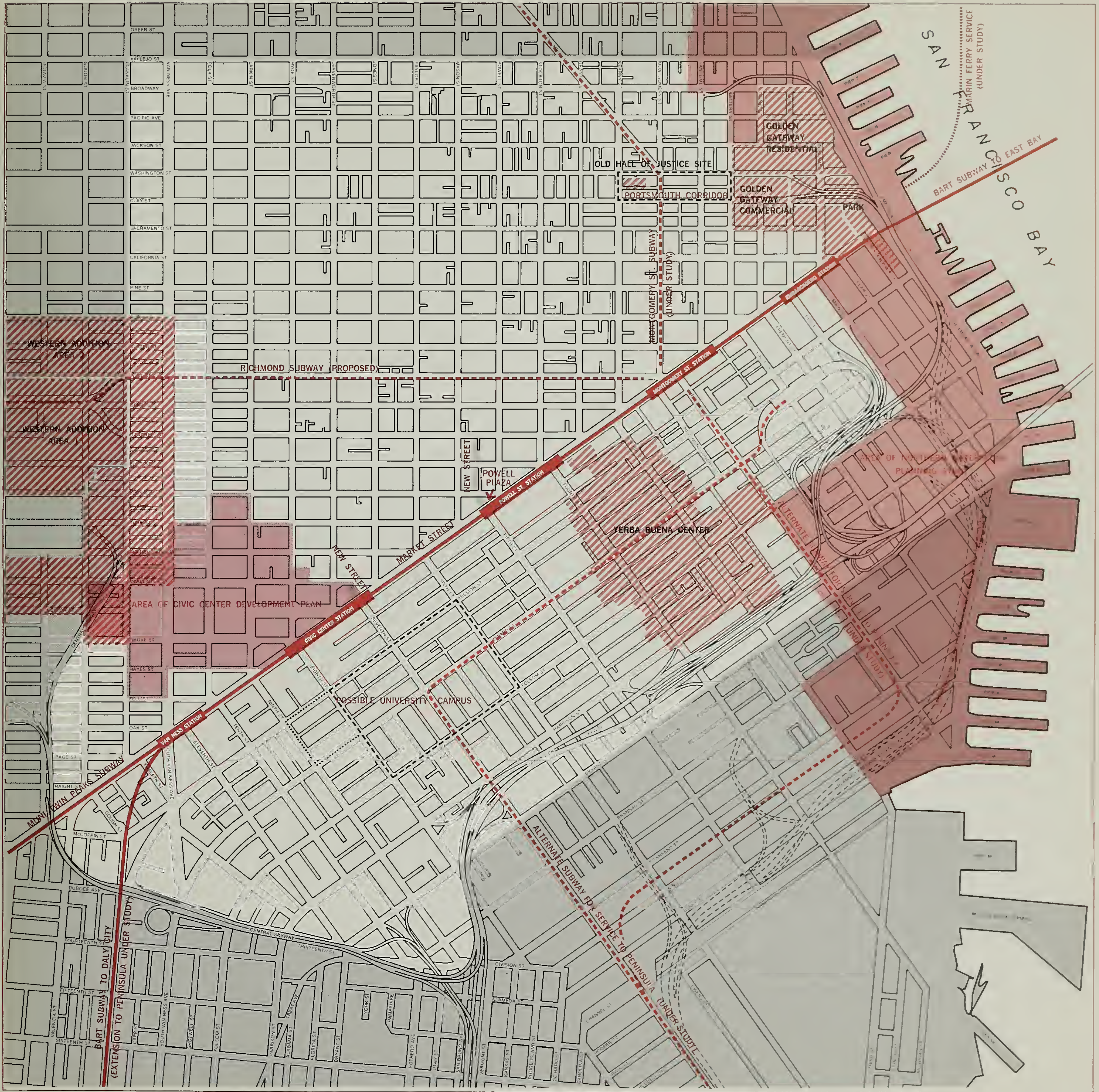
A development plan for the Civic Center was adopted in 1959 by the City Planning Commission as a part of the San Francisco Master Plan. This development plan establishes sites for future City, State and Federal buildings and indicates future changes in streets and pedestrian areas. Among the buildings shown are offices, courts, cultural facilities and parking structures.

The Civic Center development plan is currently being reviewed. Major reasons for this review, being conducted by the Civic Center Technical Coordinating Committee, are new government space needs and the changed conditions resulting from an increased pace of private construction in the area and the new transit station at Fulton and Market.

The special nature of the Civic Center has been recognized in the Planning Code by the application of a P (Public Use) zoning district to publicly-held properties in 1963, special height limits to preserve design integrity in 1964, and a special sign control district in 1965. These provisions would be retained under the new zoning proposals.

In the new zoning districts surrounding the Civic Center, the general downtown district would permit moderately high intensity of development, with the highest floor area ratios occurring on Market Street in the vicinity of rapid transit stations. To the north, a special use district on Van Ness Avenue would recognize the automotive uses clustered there, and a combined residential-commercial district would help to stabilize a residential area convenient to places of employment in the Civic Center.

No need for future changes in zoning districts or standards in and around the Civic Center is anticipated, other than expansion of the P district with further public property acquisitions, with the possible exception of the Fulton-Market area which may be greatly reshaped by the new transit station.


SAN FRANCISCO BAY
MARIN FERRY SERVICE (UNDER STUDY)
BART SUBWAY TO EAST BAY
GOLDEN GATEWAY RESIDENTIAL
GOLDEN GATEWAY COMMERCIAL
PARK
OLD HALL OF JUSTICE SITE
PORTSMOUTH CORRIDOR
MONTGOMERY ST. SUBWAY (UNDER STUDY)
EMBARCADERO STATION
MONTGOMERY ST. STATION
POWELL ST. STATION
CIVIC CENTER STATION
VAN NESS STATION
AREA OF NORTHERN WATERFRONT PLANNING STUDY
YERBA BUENA CENTER
ALTERNATE SUBWAY FOR SERVICE TO PENINSULA (UNDER STUDY)
WESTERN ADDITION AREA 2
WESTERN ADDITION AREA 1
RICHMOND SUBWAY (PROPOSED)
POWELL PLAZA
NEW STREET
NEW STREET
MARKET STREET
AREA OF CIVIC CENTER DEVELOPMENT PLAN
POSSIBLE UNIVERSITY CAMPUS
MUNI TWIN PEAKS SUBWAY
BART SUBWAY TO DALY CITY (EXTENSION TO PENINSULA UNDER STUDY)
GREEN ST
VALLEJO ST
BROADWAY
PACIFIC AVE
JACKSON ST
WASHINGTON ST
CLAY ST
SACRAMENTO ST
CALIFORNIA ST
PINE ST
GROVE ST
HAYES ST
FELL ST
OAK ST
PAGE ST
HAIGHT ST
McCOPPIN ST
DUBOCE AVE
FOURTEENTH ST
FIFTEENTH ST
SIXTEENTH ST
THIRTEENTH ST
DIVISION ST
ALAMEDA ST
CENTRAL SKYWAY
VAN NESS AVE
POLK ST
LARKIN ST
HYDE ST
LEAVENWORTH ST
JONES ST
TAYLOR ST
MASON ST
POWELL ST
STOCKTON ST
KEARNY ST
MONTGOMERY ST
SANSOME ST
BATTERY ST
SOUTH VAN NESS AVE
ELEVENTH ST
TENTH ST
NINTH ST
EIGHTH ST
SEVENTH ST
FOURTH ST
MISSION ST
FOLSOM ST
HARRISON ST
BRYANT ST
BRANNAN ST
TOWNSEND ST
CHANNEL ST
KANSAS ST
RHODE ISLAND ST
DE HARO ST
VERMONT ST
SAN BRUNO AVE
UTAH ST
POTRERO AVE
HAMPSHIRE
YORK ST
FLORIDA ST
ALABAMA ST
HARRISON ST
SHOTWELL ST
FOLSOM ST
CAPP ST
VALENCIA ST

DOWNTOWN UNIVERSITY CAMPUS

In response to a proposal of the University of California for a new campus in San Francisco or the North Bay area by 1972, the staff of the Department of City Planning analyzed possible locations in the city and in September 1966 recommended a site in the South of Market area. The staff report stated that a campus at this location "would be entirely feasible and would bring to the city long-range economic, cultural, educational and social benefits that would far outweigh the losses that site acquisition necessarily entails."

The recommended site is in the vicinity of Sixth, Eighth, Mission and Folsom Streets, and is capable of holding a campus for 15,000 students on approximately 40 acres of land at an average floor area ratio of less than 4:1. Redevelopment powers would be used to make this site available, to improve the surrounding area and to assist in the relocation of residents and businesses. The campus would be linked to the Market Street transit station at Fulton Street and to the Civic Center, and would be convenient to all parts of downtown.

A university campus at this location would be consistent with the zoning provisions proposed in this report. It would be within the downtown support district, which anticipates major developments of this kind. The intensity of development and the uses that would occur on the campus and around it would be permitted in this district, and any attendant residential development could be authorized as a conditional use. Displaced businesses might be resettled elsewhere in the support district or below Folsom Street. In all, the campus would provide a needed stimulus to South of Market development and a new downtown resource of major significance.

NORTHERN WATERFRONT PLANNING STUDY

The San Francisco Port, which covers a substantial portion of the city's waterfront, is currently being evaluated to determine its future development potentials. State legislation in 1959 and 1963 will have the effect of enabling the Port Authority to lease portions of its property for periods up to 99 years for non-port functions, contingent upon participation by the City and County of San Francisco in the setting up of a master plan for the port area and zoning standards to help effectuate that plan.

The San Francisco Department of City Planning and the Port Authority are jointly carrying on a master plan study with the aid of economics and design consultants, covering port lands and other waterfront property from Fort Mason to China Basin. The product of the study will be a report in 1967 setting out development criteria and zoning proposals for port and private properties within the study area.

This port study is relevant to the Downtown Zoning Study for several reasons. The affected area links downtown to the Bay and is related in both economic and design terms. Future waterfront development may absorb certain uses of the types previously located downtown, lowering somewhat the projections for growth of such uses at their present locations. Also, the zoning standards eventually applied to the waterfront must be made consistent with those now recommended for downtown.

Results of the port study to date indicate that the final recommendations of that study will be in no way inconsistent with the present downtown zoning proposals. Future waterfront development for port functions, offices, entertainment, recreation or any other use now under study would complement the downtown zoning pattern. However, the zoning districts recommended here for use within the waterfront study area (C-M and M-1 east of The Embarcadero and office, support and M-1 for several blocks on the west side of The Embarcadero south of Market) are intended to be interim only, pending the outcome of the waterfront study.

HOUSING AND SOCIAL NEEDS

Many of San Francisco's housing and social needs are related to the future of downtown. In recent years there has been increasing attention given downtown as the location of housing resources, particularly for younger working adults, the elderly, and immigrants from other countries or from other parts of the United States. Some downtown areas also have concentrations of social problems, including poverty, alcoholism, vice and drug addiction.

Various public and private agencies such as the Economic Opportunities Council have been intimately concerned with downtown social problems, and it has not been, nor could it be, a function of this zoning study to deal with these problems.

In the field of housing, the zoning measures recommended will have some effect in preventing deterioration of housing conditions north of Market Street. Removal of poorly situated and dilapidated housing in the South of Market area, through urban renewal and the amortization provisions now in effect under the Planning Code for M-1 districts, will increase the demand for other housing facilities downtown and in nearby areas. The recommended zoning standards would permit housing construction at all downtown locations, although development of new downtown housing resources would be dependent upon direct action programs rather than zoning.

HISTORICAL, ARCHITECTURAL AND AESTHETIC LANDMARKS

The Department of City Planning has recommended amendments to the Planning Code to assist in the preservation of landmarks of historical, architectural or aesthetic significance. Under this legislation the City Planning Commission, with the advice of a special board, would make recommendations to the Board of Supervisors for designation of landmarks throughout the city to which certain preservation measures would apply. Most of the landmarks affected would be individual buildings, but some would be groups of buildings or unified areas.

Although the legislation would be part of the Planning Code, it would not be a matter of zoning control. That is to say, the means of preservation would consist not of traditional zoning requirements but of City Planning Commission review of proposals for alteration or destruction of landmarks, meetings for discussion and persuasion, and a search for preservation methods to be applied to individual landmarks. Such methods might in some cases involve conversion to economically self-sufficient uses or acquisition by public and semi-public agencies.

No firm list of buildings or other sites for landmark designation has as yet been adopted, although a number of sites have been tentatively suggested. In some downtown locations, such as in Jackson Square and Chinatown, landmark designation would supplement the special height limits recommended in this report, furnishing a more precise means of preservation. Where individual downtown buildings were designated as landmarks as part of an initial list or by later action in separate cases, the provision for transfer of unused floor area described earlier in this report would help in some situations to make preservation economically feasible.

OTHER CITY CODES

Provisions of other City Codes affecting downtown development have been considered in the course of the Downtown Zoning Study, to identify any conflicts with the intent of the new zoning provisions and to determine whether related amendments to other Codes should be suggested. In two instances this study recommends that an examination be made of the provisions of other Codes by the appropriate agencies:

1. Provisions of the Public Works Code regulating the location of curb cuts and driveways across sidewalks. These sidewalk interruptions are a matter of some concern along streets heavily used by pedestrians, such as Market Street, Montgomery Street, Grant Avenue in Chinatown and Broadway in North Beach, where vehicle movements across sidewalks might be further restricted or prohibited altogether.

2. Provisions of the Building Code which now require building exits to be located at the outer face of a building, prohibiting these exits from being recessed beneath a building overhang. Under this requirement, an arcade or cantilevered area for which a floor area bonus would be given under the new Planning Code provisions would necessarily be interrupted by the projection of enclosed building exits extending to the outer edge of the arcade. These projections would interfere with pedestrian movement through the arcade, preventing it from continuing for the full width of the property.

Acknowledgements

DOWNTOWN ADVISORY COMMITTEE

Downtown Association of San Francisco	John S. Bolles, Architect
San Francisco Chamber of Commerce	Francis V. Keesling, President, West Coast Life Insurance Co.
Building Owners & Managers Assn. of San Francisco	John R. Cahill, Chairman of the Board, Cahill Construction Co.
San Francisco Real Estate Board	Walter Shorenstein, President, Milton Meyer & Co.
Retail Dry Goods Assn. of San Francisco	Arthur Somers, Vice-President, Roos/Atkins
San Francisco Bank Clearing House Assn.	Earle H. LeMasters, Chairman of the Board, Pacific National Bank
San Francisco Planning & Urban Renewal Assn.	S. G. Worthington, Division Manager, Pacific Telephone & Telegraph Co.
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OTHER ORGANIZATIONS

Apartment House Associations Consolidated
American Society of Planning Officials
Bureau of Governmental Research
California Apartment & Motel Management Assn., Inc.
California Trucking Assn.
Chinatown Technical Advisory Committee
Jackson Square Assn.
Joint Committee on Urban Design and its component organizations:
- American Institute of Architects
- American Society of Landscape Architects
- American Institute of Planners

Golden Gate Motel Assn.
Market Street Development Project
Northern California Hotel Assn.
San Francisco Convention and Visitors Bureau
San Francisco Hotel Assn.

FIRMS AND INDIVIDUALS

Arthur D. Little, Inc.
Allied Properties
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Cahill Construction Co.
Central Towers
Clift Hotel
Coldwell, Banker & Co.
Crocker Citizens National Bank
Dillingham Corp.
Fox Plaza
Golden Gateway Center
Hamilton Apartments
Hilton Hotel
J. Richard Recht
Jack C. Smith
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Julien J. Studley, Inc.
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Pine Terrace
Property Management Co.
Real Estate Research Corp.
Roger Malek
Sanborn Map Co.
Simpson & Curtin
Sir Francis Drake Hotel
Skidmore, Owings & Merrill
St. Francis Hotel
United Parcel Service
Westinghouse Elevator Co.
Wurster, Bernardi & Emmons

PUBLIC AGENCIES

Assessor's Office
Bay Area Rapid Transit District
Bay Area Transportation Study
City Attorney's Office
College of Environmental Design, University of California at Berkeley
Department of Real Estate
Department of Public Health, Bureau of Sanitation and Housing Inspection
Department of Public Works, Bureau of Building Inspection
Department of Public Works, Division of Traffic Engineering
Federal Housing Administration
Fire Department
Municipal Railway
Parking Authority
Redevelopment Agency
San Francisco Port Authority
State Department of Employment
Transit Task Force
U.S. Bureau of the Census
U.S. General Services Administration

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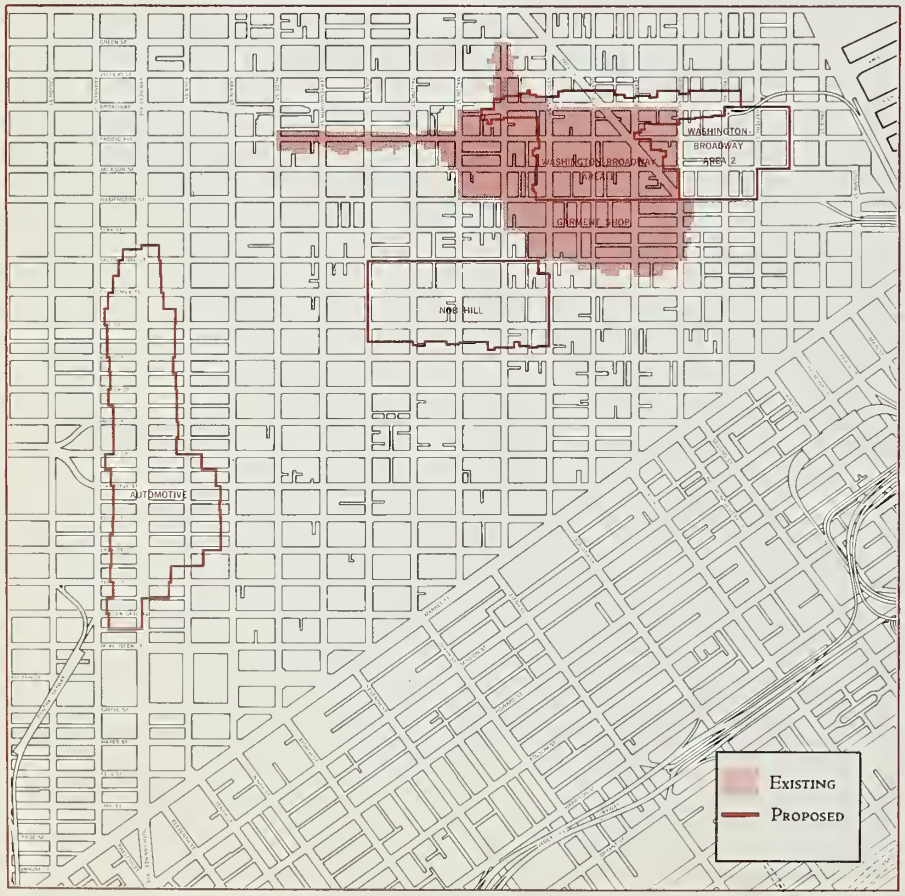
Western Typography

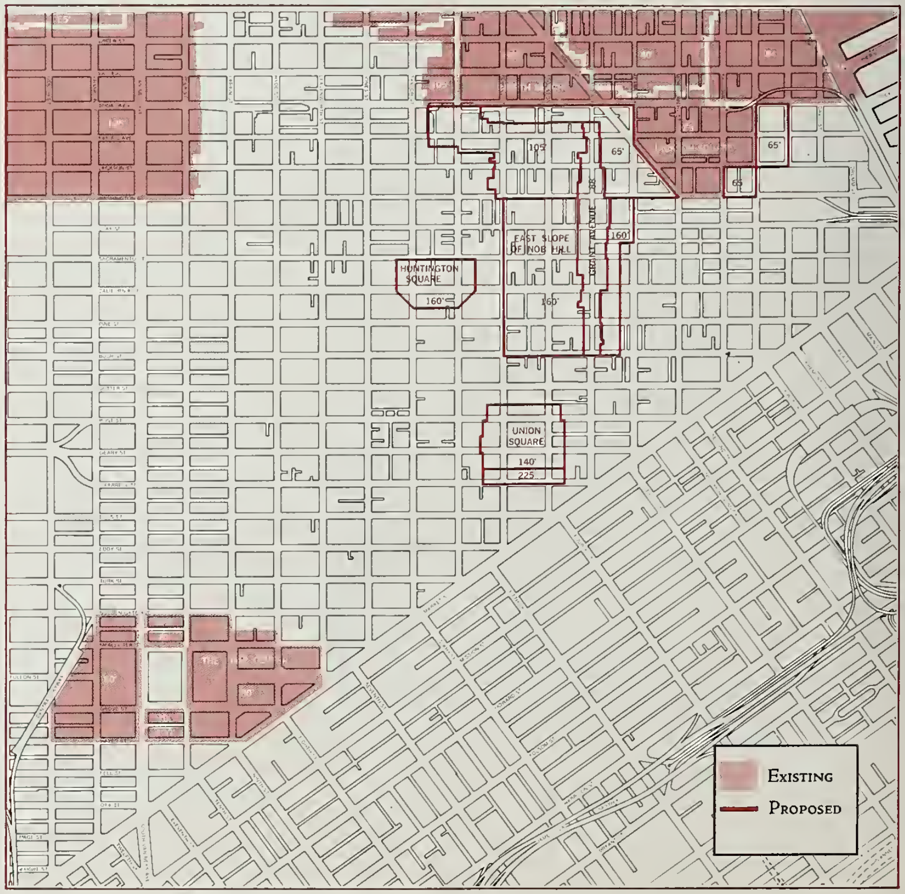
Special Use Districts (See pages 32-33)

District	Status	Zoning District Otherwise Applicable in the Area	Provisions of the Special Use District
Garment Shop	Adopted 1960; no change proposed	C-2 and some R-4, R-5, R-4-C, C-3-G & C-3-O	• Small shops for making of garments permitted.
Automotive	New	C-2	• All automotive uses permitted, including major automobile repairing and wholesaling of automotive parts. Major repairing requires conditional use approval if not connected with and incidental to sale of automobiles. • Basic floor area ratio of 10:1.
Nob Hill	New	R-5	• Hotel, institutional and parking uses permitted as conditional uses, including incidental commercial uses accessible only from within a hotel or institutional building and not identified by outside signs. • New buildings exceeding 160 feet in height subject to conditional use approval where no mandatory height limit applies.
Washington-Broadway Area 1 (portions of Chinatown and North Beach)	New	C-2	• Uses on sites not exceeding 10,000 sq. ft. are exempt from off-street parking requirements. • Parking lots require conditional use approval. • Drive-in uses prohibited, except for service stations.
Washington-Broadway Area 2 (Jackson Square)	New	C-2	• Uses on sites not exceeding 10,000 sq. ft. are exempt from off-street parking requirements. • Parking lots require conditional use approval. • Drive-in uses prohibited, except for service stations. • Wholesaling permitted.

Special Height Districts (See pages 34-37)

District	Status	Height Limits
The Civic Center	Adopted 1964; no change proposed.	70, 80 and 120 feet.
Jackson Square and North Beach	Adopted 1964; limits to be retained and expanded in area.	40, 65, 84 and 105 feet.
Grant Avenue	Proposed 1964 for a larger area; limit now to be confined to Grant Avenue.	88 feet.
East Slope of Nob Hill	New; includes areas proposed for Chinatown limits in 1964.	105 and 160 feet.
Union Square	Proposed 1964 for a more restrictive height.	140 feet; 225 feet on north side of O'Farrell Street.
Huntington Square	New.	160 feet.
St. Mary's Square	Covered by limits for east slope of Nob Hill (160 ft.) and Grant Avenue (88 ft.).	
Portsmouth Square	Covered by limits for east slope of Nob Hill (160 ft.) and Grant Avenue (88 ft.).	





Summary of Proposed Zoning Provisions

The tables and maps on page 48 and inside this back cover provide a concise summary of the downtown zoning districts recommended in this report and of existing districts that would remain in effect within the area covered by the Downtown Zoning Study.

Further explanations of these provisions are contained in the body of the report, on the pages referred to in these tables.

The proposed ordinance text for amendment of the Planning Code is available at the office of the Department of City Planning, 100 Larkin Street, and maps at a larger scale may also be viewed at that office.

SUMMARY OF PROPOSED ZONING PROVISIONS

Zoning Districts

	New Districts Proposed						Existing Districts to Remain					
	C-3-O Downtown Office	C-3-R Downtown Retail	C-3-G Downtown General Commercial	C-3-S Downtown Support	R-5-C Residential-Commercial	R-4-C Residential-Commercial	R-4 High Density Residential	R-5 Highest Density Residential	C-2 Community Business	C-M General Commercial	M-1 and M-2 Light and Heavy Industry	P Public Use
[illegible]	All four districts permit offices, retail, hotels, entertainment, clubs, institutions and a variety of other uses, either separately or in combination. The main differences between the four districts are the following:				R-5 uses permitted on any floor and C-2 uses permitted on or below the ground floor	R-4 uses permitted on any floor and C-2 uses permitted on or below the ground floor	Apartments, institutions, non-profit clubs. Hotels and professional offices as conditional uses.	Apartments, institutions, non-profit clubs. Hotels and professional offices as conditional uses.	Retail and consumer services, offices, entertainment, other community business uses, clubs, institutions, apartments	C-2 uses, and also heavy commercial, including wholesaling, business services	Commercial and industrial uses. Dwellings [illegible]	
	• Apartments permitted only as conditional uses, and only up to [illegible] the floor area of a building • Drive-in uses prohibited.	• Apartments permitted only as conditional uses. • Continuity of retail and consumer service uses required at ground level. • Drive-in uses prohibited.	• Apartments permitted without conditional use approval. • Certain business services permitted. • Drive-in uses prohibited, except for service stations.	• Apartments permitted only as conditional uses. • Heavy commercial uses permitted, including business services, wholesaling and auto repair.								
[illegible]												
[illegible]	[illegible] (Transfer of development rights permitted between adjacent lots [illegible])	[illegible]	10:1	7:1	10:1	4.8:1	4.8:1	10:1	3.6:1 except 4.8:1 where nearest R district is R-4 and 10:1 where nearest R district is R-5	[illegible]	[illegible]	
[illegible]	[illegible] See pages 22-24 for description of building features for which bonuses are given and the amounts of additional floor area permitted for each feature. The figures shown here are for buildings providing the greatest number of bonus features.	[illegible]	[illegible]	11:1 to 12:1	12.5:1 (with corner lot premium)	6:1 (with corner lot premium)	6:1 (with corner lot premium)	12.5:1 (with corner lot premium)	4.5:1, 6:1 or 12.5:1 (with corner lot premium) depending upon basic floor area ratio applicable	11.5:1 (with corner lot premium)	[illegible] (with corner lot premium)	
[illegible]	None required	None required	Efficiency units 1:5 One bedroom units 1:3 Two or more bedroom units 1:2	Efficiency units 2:5 One bedroom units 2:3 Two or more bedroom units 1:1	Efficiency units 1:3 One bedroom units 1:2 Two or more bedroom units 3:4	1:1 in all cases	1:1 in all cases	1:1 in all cases	1:1 in all cases	1:1 in all cases	Apartments not permitted	
[illegible]	None required; accessory parking permitted up to [illegible] spaces or seven per cent of gross floor area of the building, whichever is greater				Same requirements as in C-2, except that uses with floor area up to [illegible] sq. ft. are exempt	Same requirements as in C-2 (uses with floor area up to 5,000 sq ft are exempt)	Varies according to use	Varies according to use	Varies according to use	Varies according to use	Varies according to use	
[illegible]	[illegible]	[illegible]	Permitted as conditional uses if not accessory	Permitted as conditional uses if not accessory	Community garages to serve residents of the area permitted as conditional uses	Community garages to serve residents of the area permitted as conditional uses	Community garages to serve residents of the area permitted as conditional uses	Community garages to serve residents of the area permitted as conditional uses	Permitted without conditional use approval	Permitted without conditional use approval	Permitted without conditional use approval	
[illegible]	[illegible]	[illegible]	Permitted as conditional uses with 4 foot screening	Permitted without conditional use approval, and without screening	Permitted as conditional uses with 4 foot screening	Permitted as conditional uses with 4 foot screening	Permitted as conditional uses, with 4 foot screening	Permitted as conditional uses, with 4 foot screening	Permitted without conditional use approval, and without screening	Permitted without conditional use approval, and without screening	Permitted without conditional use approval, and without screening	
[illegible]	[illegible] which vary according to use and according to the size of the building, are identical for all districts. See tables on page [illegible].											

Zoning Districts